BOMBAY—1939-40

A Review of the Administration of the Province

1941
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INTRODUCTION

The Administration Report for 1939-40 is on the same lines as last year. It is divided into two parts.

Part I is a general summary of the year's work.

Part II deals with the work and events of the year under review and is preceded, where necessary, by a note explaining the history and functions of the Department of Government whose work is reviewed and its place in the administration.

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BOMBAY—1939-40

PART I

GENERAL SUMMARY

THE outbreak of war overshadows the history of 1939–40. And, with war, there came to Bombay Province many new problems—constitutional, economic and political—to push into the background the happenings of the earlier part of the year.

The most important local event of the first war months was the resignation of the Congress Ministry, which had been in power for 27 months. On October 25 the Prime Minister moved in the Legislative Assembly a resolution expressing regret at India having been made a participant in the war without her people's consent and demanding that she be regarded as an independent nation entitled to frame her own constitution—a resolution in line with those being passed in other Congress-governed Provinces as a prelude to the Party withdrawing from office. On November 4 the Ministry resigned and His Excellency the Governor issued a proclamation under Section 93 of the Government of India Act assuming to himself all legislative and administrative powers and appointing Advisers to assist him in carrying on the administration.

Despite the terms of the Congress-sponsored resolution, the attitude of the public towards the war effort was one of helpfulness. There was general detestation of Nazi tyranny and aggression and a spontaneous wish for the victory of the Imperial arms. There was at the same time a genuine desire for the ending of the political deadlock ; and the failure of efforts to this end was received with regret.

Transition from peace to war conditions caused little dislocation. Precautionary measures had been put in hand some days before the actual start of fighting, and, when the official declaration came, the emergent action required was taken quickly and unobtrusively. To the public the most noticeable features were the arrest and internment of enemy aliens and the imposition of restrictions on lighting in Bombay city.

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Soon, however, there was an outburst of profiteering. Prices of food and other articles rose from 10 to 50 per cent. and of some foreign drugs by as much as 100 per cent. The Ministry issued a price control order restricting the price of staple articles to not more than 20 per cent. above that obtaining on September 1, 1939; and this, with warnings to traders temporarily had the desired effect.

After the Ministry's departure, it became evident that a more satisfactory arrangement must be contrived and this was one of the first major problems to be tackled by the Governor and his Advisers—Sir Gilbert Wiles, K.C.I.E., C.S.I., I.C.S., Mr. J. A. Madan, C.S.I., C.I.E., I.C.S., and Mr. H. F. Knight, C.I.E., I.C.S. In January, 1940, the Government appointed a Controller of Prices, assisted by an advisory committee representing the interests concerned, and arranged to set up cheap grain shops in Bombay city to serve as a check on the rise in prices. The millowners, too, set up cheap grain shops for their workers. The effect of these devices was on the whole satisfactory, though the upward tendency in the prices of several commodities continued because of the general economic factors.

In the mofussil similar steps were taken against profiteering. District Magistrates were advised to set up advisory committees where necessary and to publish lists of fair prices.

The loss of foreign markets and the severance of old trade connections naturally had their repercussions on Bombay city's trade and industry. The Government had to permit the closure of the stock market for a short period to tide over the difficulties of brokers and also approved the removal of some securities from the "forward" list. As the cotton market showed greater signs of a collapse as a result of the operations of speculators in options, the Ministry issued an Ordinance to stop this abuse. This Ordinance was later re-enacted by the Governor.

The pre-war months had seen the passing of some important legislation. By enacting the Shop Assistants Act, the Government for the first time tried to control conditions of work in shops and business houses in urban areas in the Province. Amendments to the Land Revenue Code placed on a statutory footing the long-debated principles of revision settlements, and the Agricultural Debtors Relief Act, the Agricultural

Produce Markets Act and the Bombay Tenancy Act aimed at rescuing the ryots from the economic difficulties into which they had fallen.

Outstanding events were the inauguration of prohibition, notably in Bombay city, and the levy of new taxes required to finance the measure. The propertied classes and interests called upon to make good the loss of revenue carried on an intensive agitation against the new urban immoveable property tax. August 1, the day of the inauguration of prohibition in Bombay city, was marked by a serious communal riot. Muslims, who took out a procession as a protest against the tax, clashed with Hindus. The police, trying to restore order, were attacked and compelled to open fire on the crowd. This led to an inquiry under the orders of Government by Mr. Justice Broomfield, who observed that the indiscipline and riotous behaviour of the crowds of Muslims which gathered ahead of the procession were responsible for the actual disorder culminating in the attack on the police. The Hindus had nothing to do with the attack on the police, but their conduct in inciting the Muslims naturally had the effect of infuriating the latter and must, therefore, be put down as one of the factors materially contributing to the catastrophe. His conclusion was that the police officers concerned had reasonable apprehension that grievous hurt might be caused to themselves and to their men unless they used their firearms.

In the general political field, before the Ministry's resignation, the activities of the Congress Forward Bloc and of Kisans in Gujarat were the only disturbing factors. The Gujarat Kisan conference evoked some enthusiasm among the peasants and peasant marches developed some objectionable features. These, however, were controlled by local preventive action.

Feeling between Hindus and Muslims manifested itself in stabbing incidents and stray assaults at Dhandhuka, Sholapur and Mahad. At Sholapur communal trouble was serious. Anti-Muslim slogans shouted by some Arya Samaj *satyagrahis*, who had come from outside, roused the ire of Muslims on May 21, 1939, and the incident soon developed into a communal riot. All *satyagrahis* who were not residents of Sholapur were ordered to leave the district and orders forbidding the carrying of weapons and missiles were promulgated, as individual assaults continued even after the riot had subsided.

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There was again some labour trouble in the Province. Workers of the Phoenix Mill in Bombay city resorted to a stay-in strike in April, 1939, but left the mill premises the next day on the management agreeing to refer the dispute to arbitration. The Honourable Mr. Justice H. V. Divatia held that the strike was not justified. Communists, however, had interested themselves in the strike and, mainly as a result of their manœuvres, it lasted till November. The Communists actually resorted to various coercive tactics and some of them had to be prosecuted.

Another strike in which the workers suffered on account of the tactics of Communist leaders was in the textile mills in Bombay. A *Mahagai* conference, organised by the Bombay Provincial Trade Union Congress and managed by the Bombay Girni Kamgar Union (Red Flag), in January, 1940, demanded a 40 per cent. increase in wages on account of the rise in prices of food and other necessities. Negotiations between representatives of the mill-owners and workers were not successful and a Board of Conciliation appointed by the Government was unable to produce a unanimous report. The majority report held that the cost of living had increased by 13 per cent. over the average prices ruling in August, 1939, and made proposals to meet it, but the minority report assessed the increase at 20 per cent. The mill-owners announced their acceptance of the majority report, but a strike could not be averted. It began on March 3 and ended on April 13. It was, however, a complete failure for the workers, as their leaders failed to secure for them anything more than the award of the majority report of the Board of Conciliation.

Ahmedabad textile mill workers settled a similar dispute with the mill-owners without resorting to a strike. They agreed to refer the entire issue to the arbitration of the Industrial Court.

Finance.—The finances of the Province showed a marked improvement during the year. The budget estimates had anticipated a deficit of Rs. 4 lakhs, but, fortunately, there was a surplus of about Rs. 31 lakhs in the final accounts. Several factors contributed to this change. There was an improvement in revenue by Rs. 24½ lakhs, largely because of the increases over estimates under provincial excise, income tax and land

revenue, and the estimated expenditure dropped by Rs. 35·58 lakhs as a result of savings under the headings of civil works, education, industries, irrigation and public health.

The extension of prohibition measures to the city of Bombay and other areas resulted in a further drop in excise revenue by Rs. 88 lakhs, bringing the total loss on account of prohibition to Rs. 118 lakhs. The Government was forced to seek new devices to cover this big gap and to find resources for the expansion of nation-building activities previously mapped out. Fresh taxation, therefore, was inevitable. The duties on electricity and on conveyances of immoveable property in urban areas were raised, and special taxes were levied on immoveable property in urban areas, on sales of motor spirit and on prize competitions.

The Special Development Fund, created in the previous year for schemes of development in agriculture, education and public health, was strengthened by an addition of Rs. 25 lakhs. The balance in the fund at the end of the year was Rs. 59·36 lakhs.

The receipts under revenue amounted to Rs. 13·14 crores, against Rs. 12·45 crores in the preceding year, while expenditure charged to revenue was Rs. 12·83 crores, against Rs. 12·80 crores. Compared with the previous year, there was a fall in land revenue by Rs. 11 lakhs, in excise by Rs. 87·65 lakhs, in forest revenue by Rs. 2 lakhs, under stamps by Rs. 5½ lakhs and under motor vehicles by over Rs. 3½ lakhs. There was, however, an increase of about Rs. 113 lakhs under other taxes and duties and of Rs. 18½ lakhs under civil administration and of Rs. ½ lakh under civil works. The expenditure showed a decrease of Rs. 4 lakhs under excise and of Rs. 3½ lakhs under motor vehicles, but a slight increase under irrigation.

There was also a net increase of Rs. 25 lakhs of expenditure under "Civil Administration", while under "Miscellaneous" it decreased by Rs. 18 lakhs.

Trade and Commerce.—The year opened without any definite indications of any immediate improvement in the trade position. But, when political tension in Europe became more and more

acute and the prospect of war loomed large on the horizon, there was feverish anxiety to import and accumulate stocks so as to provide against the difficulty of obtaining supplies after the outbreak of war and to take full advantage of the inevitable rise in prices. Consequently, imports showed improvement for a few months before the outbreak of war.

As regards exports, the fall in commodity prices continued until the outbreak of war, which paralysed trade for a while as it had to adjust itself to the new conditions created, such as restricted shipping and enhanced insurance. In November, however, trade began to recover to some extent as the result of rising commodity prices and improved demand, both domestic and foreign. Exports of raw materials were substantial and exports of cotton increased both in quantity and in value.

The aggregate value of the foreign trade in merchandise of the Province of Bombay amounted to Rs. 110·18 crores, against Rs. 97·15 crores in the preceding year—an improvement of over 13 per cent. The total value of imports of merchandise on private account into the Province amounted to Rs. 66·80 crores, showing a rise of Rs. 6·65 crores, or 11 per cent., over the figure for the previous year.

The total value of exports (including re-exports) of merchandise on private account amounted to Rs. 41·39 crores, showing an increase of Rs. 5·18 crores or over 14 per cent., over the figure for the previous year. The increase in the exports of merchandise was shared by shipments of both Indian produce and manufactures and foreign merchandise.

The total value of the private coasting trade of the Province further declined from Rs. 41·12 crores to Rs. 35·93 crores or by over 12 per cent. Both imports and exports shared in the fall. The average prices of most of the important commodities of import and export were higher.

Trade with the British Empire was 45·17 per cent. of the total. The share of the United Kingdom declined from 25·09 per cent. to 21·25 per cent. The shares of Germany and Japan also decreased, but that of the United States of America increased.

The amounts of import and export duty, excluding the various cesses, collected at the Bombay Custom House during the year were Rs. 17,56·69 lakhs and Rs. 1·18 lakh, against Rs. 15,56·87 lakhs and Rs. 0·83 lakh respectively in the previous year.

Labour.—The enforcement of the Bombay Industrial Disputes Act, 1938, was the outstanding event of the year. The machinery thus provided greatly assisted in smoothing differences between labour and capital.

The rise in prices consequent on the outbreak of war gave rise to considerable industrial unrest. There was a clamour on behalf of labour for a dearness allowance in all the chief centres of industry, but except in Bombay City, this movement did not result in strikes.

The Government pursued the policy of extending the scope of existing labour legislation by means of executive orders, particularly by the application of the provisions of the Factories Act and Payment of Wages Act to factories employing ten or more persons.

The Rent Restriction Act, which had been primarily enacted to keep down the rise of rents following the levy of an urban immoveable property tax, was helpful to labour. A further advance in social legislation was the passing of the Shop Assistants and Establishments Act, which provided for the regulation of hours of work in shops, commercial establishments, restaurants, eating houses, theatres and other establishments.

A Labour Welfare Department was opened on April 1, 1939, with a provision of nearly Rs. 1,00,000 for welfare activities. It has since endeavoured to train social workers, subsidise or start libraries, promote physical culture and recreation centres, produce literature for the enlightenment of the industrial worker and impart training for alternative occupations.

Land Customs.—Importation of petroleum into British India from Okha was the chief feature of the year, the total quantity of petroleum, kerosene oil and Diesel oil brought across the frontier being 2,271,830 gallons.

The total receipts at the land customs stations on the frontiers of Goa and Daman amounted to Rs. 26·20 lakhs, against Rs. 23·96 lakhs in the preceding year. Receipts at the custom houses on the Viramgam and Northern and Sind-Cutch frontiers amounted to Rs. 70·09 lakhs, Rs. 1,000 and Rs. 1,600 respectively. The examination of passengers' baggage and foreign letter mail packets brought by air-craft landing at the Ahmedabad aerodrome was continued. No dutiable goods were brought by any of them. The amount of duty collected on foreign letter mails was about Rs. 500.

Agriculture.—Scientific research work towards a higher standard in the methods and material of agricultural practice, soil and irrigation research, scientific research into all aspects of sugarcane cultivation in the Bombay Deccan, dry farming, improvement of crops, research for the improvement of cattle and sheep and crop protection formed the chief activities of the Agricultural Department in 1939-40.

Much progress was made in the expansion of research work already in progress and in the initiation of new schemes for scientific investigation. Expert departmental committees were formed to consider periodically the progress made by scientific officers in their work and to lay down a programme for further development of agricultural research. The committees already set up during the year dealt with insect pests and plant diseases, fodder and livestock, fruit and vegetables, plant breeding and agricultural engineering and land development.

A Provincial Board of Agricultural Research was formed and dealt with 11 schemes of agricultural research, concerning such subjects as extension of sheep-breeding and wool analysis, scientific botanical work on the *jowar* and rice crops, the establishment of a central grass experimental station and model projects for the extension of agricultural improvements on cultivators' lands.

The year from the agricultural standpoint was on the whole fair over the greater part of the Province, but judged by crop results, it was less satisfactory than the preceding one. There was a decrease in both the gross and net cropped areas and also

in the twice cropped area. The area under food crops declined by 1·3 per cent. below that of the previous year but showed an increase by 19·2 per cent. over the average of the last ten years. The area under non-food crops, which include cotton, tobacco and oil-seeds, showed a slight contraction of 0·5 per cent. The net cropped area was 28,540,000 acres, as compared with 28,779,000 acres in the previous year.

Following the general policy of advancing the economic condition of the masses, the Government created a Special Department to carry out its programme of rural development by combining the propaganda staff of the agricultural and co-operative departments under the control and supervision of the latter department. The new department came into existence in April 1939. Government set up also a Provincial Board of Rural Development and District Rural Development Boards to advise and assist officials in carrying the several schemes of development.

Public Instruction.—Further progress was made in the general educational plan which the Government had set before it. Basic education, Hindustani teaching and adult education were encouraged and special advisory boards were set up to assist Government in carrying out its policy on these subjects. A Provincial Board of Primary Education was also appointed in pursuance of the amended Primary Education Act. The Government made considerable effort to promote vocational training in secondary schools and sanctioned the conversion of five Government high schools into vocational schools. In order to promote research the once defunct Deccan College was revived as a post graduate and research institution and a research institute for Kannada was created at Dharwar.

The expenditure on education increased to Rs. 4·39 crores, about half of which came from Provincial revenues, while about 39 per cent. was contributed from fees and endowments and 16 per cent. from local funds. Primary education alone absorbed 45·6 per cent. of the expenditure. Over 1,500 more villages were provided with schools and out of 21,600 towns and villages, 13,400 had schools at the end of the year. The

remaining 8,200 were mostly small scattered hamlets. The average area served by each town or village with a school was 5·8 square miles.

The total number of educational institutions increased by 3,593 to 22,322 and the number of pupils in them by 215,631 to 1,782,072. The percentage of male scholars under instruction in all kinds of institutions to the total male population was 14·30 against 12·70 in the preceding year. The percentage of female scholars to the female population was 5·25 against 4·48 in the previous year. The number of pupils under instruction in recognised institutions increased by 216,938 to 1,753,701. Of these 1,422,847 were Hindus, 210,781 Muslims, 47,234 Indian Christians, 18,278 Parsis, 5,254 Anglo-Indians and Europeans, 44,931 Jains, 715 Sikhs and 3,631 Jews and others.

The number of primary schools for boys increased by 2,626 to 17,497 and the number of pupils in them by 156,776 to 1,286,612. The number of primary schools for girls increased by 54 to 1,618 and the number of pupils (boys and girls) in them by 21,012 to 213,844. The total number of girls under instruction in primary schools for boys and girls was 394,968, an increase of 58,250.

The number of secondary schools increased by 60 to 790 and the pupils in them by 16,331 to 168,587. The expenditure on these schools increased by Rs. 7·1 lakhs to Rs. 100·3 lakhs.

Law and Justice.—The Bombay Legislature functioned up to November 3, 1939. On November 4, His Excellency the Governor of Bombay issued a Proclamation under Section 93 of the Government of India Act, 1935, assuming to himself all powers vested by or under that Act in the Provincial Legislature. From April 1 to November 3, 1939, 24 Acts were passed by the Bombay Legislature. They dealt with a variety of subjects, the most important of which were the regulation by statute of the hours of work of employees in shops, commercial establishments, restaurants, eating houses, theatres and other establishments and the employment of children and young persons, the relief of agricultural debtors, and the protection of tenants of agricultural lands.

During 1939 the total number of original suits decided by the High Court was 2,253 and the number left undisposed at the end of the year was 1,465. In the mofussil civil courts the number of suits instituted was 129,370, a decrease of 5,690 on the previous year. The total number of suits disposed of was 133,278, and 66,765 were left pending at the end of the year. The Bombay Small Causes Court dealt with 26,176 cases and left 5,342 pending.

On the criminal side 330,823 offences were reported during the year, an increase of 33,323 over the figure of 1938. Of the total cases under enquiry, 319,184 were found to be true. The number of cases brought to trial before the courts of the Presidency Magistrates, including the Honorary Presidency Magistrates, was 163,301. The number of persons under trial before the mofussil tribunals was 236,082. Of these, the cases of 929 were committed to the Sessions or referred to higher authorities and 202,990 were finally disposed of. The Courts of Sessions in the mofussil tried 1,858 persons, and the High Court tried 144 persons at its Sessions.

Police and Crime.—Increases in crime and in pending and undetected cases constitute a salient feature of the year 1939. This unsatisfactory position was largely due to increased work and discouraging effect on the police of frivolous and exaggerated complaints by the public. Shortage of magistrates and police prosecutors contributed also to the large arrears.

Cognizable and non-cognizable offences reported during the year numbered 170,968, against 147,340 in 1938. The total number of cognizable cases dealt with by the police was 38,273, while those dealt with by the magistrates direct numbered 10,701—a total of 48,974, against 41,896 in 1938. Cases of non-cognizable crime totalled 121,994 against 105,444 in 1938. The number of undetected cases was 11,420, against 8,459 in 1938.

Out of 18,441 cases decided by trial 17,277 ended in conviction, against 15,323 out of 16,208 cases tried in 1938. The percentage of cases ending in convictions to those tried was 93·68 against 94·53 in 1938.

The value of property stolen in 1939 in connection with cognizable cases was Rs. 10·80 lakhs, against Rs. 8·81 lakhs in 1938. The corresponding figures of the value of property recovered were respectively Rs. 2·53 lakhs and Rs. 2·38 lakhs.

The sanctioned strength of officers below the rank of Deputy Superintendent of Police and men stood at 668 and 17,476 respectively, against 669 and 17,542 in the previous year. The cost of the police, including the railway police and the clerical establishment, for the financial year 1939–40 was Rs. 99·23 lakhs against Rs. 98·67 lakhs in 1938–39. The proportion of police to area, population and cognizable crime investigated, was one policeman to 4·51 square miles, 2·28 railway miles, 924 persons and 1·98 cognizable crimes investigated.

Bombay City Police.—During the year the Government accorded sanction to the amalgamation of the greater part of the Bombay Suburban District with Bombay City for police purposes. Development of the suburbs had been rapid in recent years and they were practically a continuation of the City itself. The change to urban conditions in the area has brought with it a very serious increase in crime, particularly against property, so that one unified police force for the whole area has become a necessity. When the amalgamation is complete, the total area under the jurisdiction of the Bombay City Police will be about 80 square miles, and the force itself will probably be, apart from the London Metropolitan Police, one of the largest in the Empire.

The total number of cognizable and non-cognizable offences during the year numbered 215,670, against 190,683 in 1938. The number of cases for disposal was 146,091, against 128,722 in 1938 and the percentage of true cases of all classes to cases for disposal stood at 97·99, against 97·38 of the previous year, while that of conviction was 89·75, against 90·90 in the previous year. The total permanent strength of the police force at the close of the year was 4,661, against 4,638 in 1938. The population of the City according to the census of 1931 is 1,161,383 and the proportion of crime to population on these

figures stood at one to 8·10, compared with one to 9·24 in 1938. The proportion of crime to each police unit was 30·74, against 27·09 in 1938.

Difficulties were experienced in the enforcement of the prohibition policy in Bombay City which was inaugurated on August 1, 1939. During the five months from August to December 1939, 1,113 cases were detected.

Public Health.—The year 1939 was on the whole a healthy year. There was an increase in the birth-rate, a decrease in the death-rate and a decrease in the infant mortality rate. The death rate was 27·55 per mille, compared with 30·47 in 1938. The rate based on estimated population also showed a decrease during the year, being 24·91, against 27·85 in the previous year. In the birth rate based on estimated population (39·04) there was an increase of 0·45 over the preceding year.

A comparison of the figures of the deaths under several heads with the mean of the previous five years, 1934–38, showed that there was a decrease in mortality from all causes except small-pox and injuries.

Among Indians the total number of births registered was 775,545, against 758,495 in 1938. The birth-rate for the Province was 43·16, against 42·22 in the previous year. The proportion of male to female births was 106·34 to 100. Still births numbered 13,747, against 12,579 in the previous year.

The year registered a decline in the number of deaths as compared with the previous year and the mean of the previous five years. The total number of deaths was 494,887 in 1939 and 547,387 in 1938, the quinquennial average being 510,793. The proportion of male to female deaths was 104·69 to 100.

In Bombay city the birth and death rates were 32·34 and 26·09 respectively.

The provincial infant mortality rate was 152·70, against 174·16 in 1938. Deaths due to child-birth numbered 4,763, against 4,252 in the preceding year. The maternal mortality

rate per 1,000 registered births including still-births worked out to 6·03 against 5·51 in 1938.

Salt.—The quantity of salt consumed in the Province was 4,183,552 maunds, against 3,670,429 maunds in the previous year, the average consumption per head being 14·1 lb. The quantity of salt issued free of duty to various industrial concerns amounted to 187,517 maunds, while that of denatured salt issued for use as manure to agriculturists was 7,101 maunds. The concession of private manufacture of salt, as well as use of natural salt, was extensively taken advantage of in certain parts of the Thana, Kolaba, Ratnagiri and Kanara districts. People in the Surat district and those along the Northern Frontier also availed themselves of the concession of using natural salt.

The revenue realised from this commodity and the department which collects it are the responsibility of the Government of India, who derived a net revenue of Rs. 187·18 lakhs from the salt made or imported into the Province. The total expenditure was Rs. 16·72 lakhs.

Excise.—A steep decline in the consumption of liquors and drugs, a decrease of Rs. 88·06 lakhs in excise revenue and an increase in offences against the excise law were the features of the working of the Bombay Excise Department, for 1939-40. These results are mainly attributed to the introduction of prohibition measures.

Prohibition was introduced into the Town and Island of Bombay, the Bombay Suburban district and that part of the Thana Mahal which is encircled by the Thana-Bassein creek from August 1, 1939. All country liquor, toddy, hemp drugs and opium shops were closed. The import or transport into the area of country liquor was forbidden except for sacramental purposes. The possession of foreign liquor, including tonic wines, *arishtas*, *asavas*, and the like was prohibited, except under a permit or a prescription from a registered medical practitioner or approved practitioner. The possession of any quantity of *ganja*, *bhang* or opium was likewise prohibited except under a permit or licence. The features of the prohibition

areas in other parts of the Province were generally similar to those of the Bombay area.

The gross excise revenue decreased from Rs. 287·22 lakhs to Rs. 199·16 lakhs, there being a decrease under all heads of excise revenue except under commercial spirits and miscellaneous.

Taxes on Income.—As a result of partially favourable and unfavourable conditions of trade and business, the total income assessed to income-tax was slightly better than in the preceding year. The total income-tax demand was Rs. 504·13 lakhs, against Rs. 491·09 lakhs in the preceding year, while collections were Rs. 428·11 lakhs, against Rs. 431·25 lakhs. The total super-tax demand was Rs. 197·58 lakhs, against Rs. 124·39 lakhs in the preceding year, while collections were Rs. 172·36 lakhs, against Rs. 120·22 lakhs. The increase in super-tax was due to the improvement in industries and change in rates of taxation. In the case of companies, the statutory exemption limit was abolished while the exemption limit of undivided Hindu families was lowered from Rs. 75,000 to Rs. 25,000.

Stamps.—The total revenue realised from the sale of judicial and non-judicial stamps amounted to Rs. 140·49 lakhs against Rs. 146·56 lakhs in the preceding year. Of the amount received, Rs. 79·69 lakhs were collected under the Stamp Act and Rs. 60·80 lakhs under the Court Fees Act. Bombay City was responsible for a collection of Rs. 22·14 lakhs on account of judicial stamps. The total charges amounted to Rs. 3·46 lakhs, against Rs. 3·64 lakhs in the previous year. The number of prosecutions for breach of the Stamp Act was eight against two in the preceding year. The Collectors dealt with 16,770 cases of insufficiently stamped or unstamped instruments and duty and penalty amounting to Rs. 3·02 lakhs were realised.

Forests.—Considerable progress was made during the year in regenerating forests and in encouraging tree planting by private persons. The first years results of the "Gradoni" system of reboising dry barren hill sides in the Northern and Central circles were, in spite of scarcity of rain, promising

in that there was an improved growth of grass and a fair percentage of germination of the seeds of the various tree species sown. Its effect on erosion was also satisfactory. Forest policy was liberalised and many extra concessions and privileges were granted to people. Assistance to existing industries in deserving cases was continued and steps are in progress to investigate the uses of several forest products as an opening to new industries.

The total forest area in charge of the Department was 10,566 square miles, yielding a gross revenue of Rs. 38·61 lakhs and a surplus of Rs. 12·31 lakhs after deducting the cost of upkeep and regeneration.

Co-operative Movement.—The year under report witnessed strenuous efforts on the part of the central financing agencies, the departmental staff and other non-official workers in giving effect to the various measures designed to rehabilitate the working of the movement. The recoveries during the year in agricultural credit societies recorded an increase of Rs. 15 lakhs over the figure of the previous year. This was to a great extent due to the process of liquefaction of the dues of societies now in operation for over three years. The decrease of Rs. 15 lakhs in the total loans outstanding and a decrease of Rs. 10 lakhs in the figure of overdues over the figures of the previous year are distinct signs of gradual return of the agricultural credit movement to healthier conditions. Fresh finance which amounted to Rs. 60·69 lakhs recorded a fall to the extent of Rs. 2 lakhs as compared with the figure of the previous year. The decrease was due partly to the cautious policy followed by central financing agencies and societies. Though the total working capital has recorded a fall, due mainly to the decrease in the bank loans outstanding, members' deposits and other outside liabilities, there was a satisfactory increase in the reserve and other funds and profits. Vigorous propaganda was carried on in rural areas to explain to the agriculturists the utility and advantages of multi-purpose societies. As a result, 54 new multi-purpose societies were started, bringing the total number to 65. The total number of credit societies and thrift and credit societies registered during the year was 6 and

53 respectively. The total number of agricultural credit societies, exclusive of land mortgage banks, stood at 3,796 against 3,709 at the close of the previous year. With the liquidation of 46 societies and the registration of 209 societies during the year, the total number of societies in the province increased from 5,126 to 5,289.

The Bhil societies working in the backward areas of West Khandesh and Panch Mahals proved useful agencies in ameliorating the economic condition of the Bhils. The progress in the development of agricultural non-credit societies continued to be satisfactory. The registration of 19 Better Farming Societies to promote improved methods of agriculture and function as complements of multi-purpose societies for all-round improvement of village economy is just a small beginning in this direction. The sale societies, particularly, cotton sale societies in Gujarat and Karnatak, continued to be the most outstanding feature of non-credit activities, and have been instrumental in securing better prices for the growers and in saving their members and other customers from the dishonest practices of many private dealers. The total number of agricultural non-credit societies stood at 356 at the close of the year.

The Bombay Provincial Co-operative Bank continued to be well managed, and its working capital increased by about 3 lakhs. The financial position of District Central Banks continued to be sound. The total number of land mortgage banks in the province at the close of the year was 17 primary land mortgage banks with the Provincial Co-operative Land Mortgage Bank as the apex institution.

On the non-agricultural side of the movement, the total number of societies increased from 936 to 978. There was a satisfactory increase in the share capital, reserve and other funds, the total of which increased from Rs. 257 lakhs to Rs. 269 lakhs. There was, however, a fall of Rs. 24 lakhs in the working capital due to a decrease in the amount of deposit held by members. The urban banks in particular continued to contribute to the development of trade and industry by

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provision of finance and other facilities. The Bombay Co-operative Insurance Society continued to maintain satisfactory progress. Under the consumers' movement, there was an increase in the number of societies, members, sales, profits and the working capital. In the housing movement, the number of societies increased by one, and the increase in the share capital, reserve and other funds and working capital and the reduction in Government loans were satisfactory.

Bombay Port Trust.—The result of the year's working was a surplus Rs. 12·08 lakhs, the receipts being Rs. 242·46 lakhs and expenditure Rs. 230·38 lakhs. The Trustees continued their policy of granting relief to trade by reducing rates and charges wherever possible. Reduction of surtax, rebates in rents of Port Trust leaseholds and other tenancies, reduction in the wharfage rate on bulk petrol and rebate on pilotage fees were some of the more important reductions recently effected.

The cargo handled at the docks and bunders amounted to 5,325,000 tons, an increase of 229,000 tons over that of the previous year. Imports accounted for about 63 per cent. and exports 37 per cent. of the total tonnage, the increase in tonnage being equivalent to 4·5 per cent.

Vessels which entered the docks or berthed at the harbour walls (excluding ferry steamers) totalled 1,797 with an aggregate tonnage of 5,200,545 net register, against 1,862 vessels with a tonnage of 5,041,888 in the preceding year. The dry docks were occupied by 173 vessels with a total tonnage of 781,317. The Docks Hamallage (Labour) Branch dealt with all demands for labour and the attendance of the labourers continued to be satisfactory. The average number engaged daily was 2,008 and the maximum employed on a single day 3,916. The total volume of goods handled by Port Trust labour amounted to 3,067,007 tons, the inclusive labour charges averaging 3·63 annas per ton.

PART II

CHAPTER I

ADMINISTRATION OF THE LAND

LAND RECORDS

THE functions of the Land Records Department are to provide the statistics necessary for sound administration in all matters connected with land, to reduce, simplify and cheapen litigation in revenue and civil courts, to provide a record of rights for the protection of all who hold interests in land and lastly to simplify and cheapen periodical settlement operations. Survey and classification of land, and a full record maintained not spasmodically but from day to day as every change occurs, are indispensable for the assessment and collection of land revenue. This is a task which is never completed. It extends to the cities as well as the countryside and forests. Uninteresting and tedious as much of its work must be, nevertheless, the work of the Land Records Department is the foundation on which the elaborate superstructure of the Provincial Revenue administration rests.

The main function of the Department is to maintain all survey and classification records up to date and for this purpose to carry out field operations preliminary to the incorporation of changes in these records. It has further to organise and carry out rural and city surveys and maintain them in a state of usefulness. Special surveys for private individuals or bodies such as relate to inam villages, surveys in connection with Railway or Municipal or Local Board projects, etc., and surveys on behalf of other Departments of Government and sometimes even Indian States are also undertaken. The supervision of the preparation and the maintenance of the record of rights, the periodical inspection of boundary marks and the revision of settlements complete the functions of the Department.

An important innovation by this Department was the introduction of the new combined village form VII and XII which gives statistics about rents, tenancies, etc., and provides the data for the preparation of electoral rolls.

The superior staff of the Department consists of a Director who is also the Settlement Commissioner, the post having been

revived from January, 1940, three Superintendents and District Inspectors. The districts in the three Divisions are distributed into three Circles. The Central Circle, with headquarters at Poona, was immediately under the Director of Land Records but since February, 1940, has been placed under the control of the Superintendent of Land Records, Central Circle, who is also Personal Assistant to the Settlement Commissioner and Director of Land Records. The Northern and the Southern Circles with headquarters at Ahmedabad and Belgaum, respectively, are under the Superintendents of Land Records, N. C. and S. C.

The subordinate staff of the Department is divided into three sections—

(*a*) the district staff of Circle Inspectors under the Collectors,

(*b*) the cadastral survey staff (including city survey staff) under the District Inspectors of Land Records, and

(*c*) the staff in District Survey offices, who keep all the survey records up to date.

The Superintendents and the District Inspectors of Land Records supervise all the three sections, but in respect of (*a*) their function is rather to advise and assist while the actual orders are given by the Revenue Officers. As to (*b*) and (*c*) the administration is direct.

A complete record of rights and interests in lands has been prepared for all unalienated and many alienated villages throughout the Province and steps are being taken to prepare it for the remaining alienated villages where arrangements for its maintenance are possible without extra cost. The record has proved of great value to the land revenue administration and to the public at large who are not slow in realising its importance as an authentic record of their titles.

The routine measurement work of the Department was carried on during the year in all the districts of the Province. Special measurement work was carried out in the Nasik and Broach and Panch Mahals districts in connection with disafforested lands to be given out for cultivation and in the Viramgam taluka of the Ahmedabad district for scarcity works. A temporary staff was employed on various measurement works in several districts.

No revision surveys for the purpose of settlement were undertaken during the year.

Revision Settlement of twelve Government villages of Dhanduka taluka and of the Government and Talukdari villages of the Viramgam taluka of the Ahmedabad district was undertaken and completed, while that in Malegaon and Baglan talukas of the Nasik district and of Yellapur taluka and Mundgod peta of Kanara is in progress. No settlement proposals—whether original or revision—for *inam* villages were submitted during the year. The reclassification of fallow garden lands in Kanara district was completed during the year.

City surveys form an important part of land records. Such surveys have now been introduced in Bombay City and in most of the important cities and towns in the Province. Suitable arrangements have also been made for the maintenance of city survey records.

The survey and enquiry work of the town of Faizpur and the enquiry work of Gokak, Ashta, Paldhi and Naroda were completed during the year and arrangements for their maintenance are under consideration. New city survey operations in the *inam* village of Mirajgaon in the Karjat taluka of the Ahmednagar district were undertaken and completed during the year.

The city survey maintenance staff in large towns earns sufficient revenue to pay its cost; in smaller towns it is hardly self-supporting. To remedy this to some extent two or more of the smaller towns are put in charge of one maintenance surveyor or cadastral survey work within a certain limit of the city survey area is entrusted to the maintenance surveyor. The system of writing the Property Register on cards is being gradually extended to all the old city surveys which are under regular maintenance.

The reclassification of lands due to deterioration of soil and consequent reduction in assessment was undertaken in a few isolated cases at the request of the holders.

GUJARAT TALUKDARS' ACT

Under the provisions of various Acts, including the Gujarat Talukdars' Act, the Court of Wards Act, the Guardians and Wards Act, etc., Government is empowered to take over the management of estates whose owners, by reason of minority, incapacity, etc., are not considered capable of looking after them. A large number of talukdari estates is in the Ahmedabad district where, in all three estates are managed by the Collector who is also Talukdari Settlement Officer under the Gujarat Talukdars' Act.

The *Jama* demand of the district for the year, including past arrears, was Rs. 6·01 lakhs, out of which Rs. 3·10 lakhs were recovered.

There were 28 sons of Talukdars receiving education at the Talukdari Hostel at Dhandhuka at the close of the year.

COURT OF WARDS ACT

The Bombay Court of Wards Act was passed in 1905. Under this Act the Commissioners of Divisions are the Courts of Wards for the limits of their Divisions. With the sanction of Government, they assume superintendence of estates of landholders who, on account of minority or physical or mental defects or infirmity, are not qualified to manage their property and also on application by the landholders of estates that are heavily indebted, etc. Arrangements are also made for the education of minor wards.

CHAPTER II

LAW AND JUSTICE

BOMBAY LEGISLATURE

THE constitution of the Bombay Legislature has been radically altered with the coming into force of the provisions of the Government of India Act, 1935, from 1st April 1937. The Bombay Legislature consists of two Chambers, the Bombay Legislative Assembly and the Bombay Legislative Council. There are 175 members in the Bombay Legislative Assembly elected as follows :—

Constituencies	Seats
General	115
Muhammadan	29
Women	6
Anglo-Indian	2
European	3
Indian Christian	3
Commerce and Industry	7
Landholders	2
Labour	7
University	1
Total	175

Of the 115 general seats, 15 are reserved for the Scheduled castes, 7 for the Marathas and one for the Backward Tribes.

The Bombay Legislative Council consists of 30 members, of whom 26 are elected and 4 nominated. Out of the 26 seats for elected members 5 are Muhammadan seats and one a European seat.

All British subjects, rulers and subjects of Federated States and, subject to prescribed conditions, the rulers and subjects of any other Indian States who are over the age of 21 years and possess the necessary property and other qualifications are subject to certain minor exceptions, entitled to vote in general constituencies. Besides these, persons are entitled to vote if they possess the necessary educational qualification or the qualification by reason of service in His Majesty's Forces. The provisions as to franchise to the two Chambers are given in

detail in the Sixth Schedule to the Government of India Act, 1935, the Government of India (Provincial Legislative $\frac{\text{Assemblies}}{\text{Councils}}$) Order, 1936, and the Bombay Legislative $\frac{\text{Assembly}}{\text{Council}}$ Electoral (Preparation, Revision and Publication of Electoral Rolls) Rules, 1936.

The Assembly unless dissolved sooner shall continue for five years from the date of its first meeting. The Council is a permanent body not subject to dissolution but one-third of its members shall retire in every third year. The two Chambers are required to be summoned to meet at least once in every year.

Legislation.—The extent of the power of the Bombay Legislature to make laws for the Province of Bombay or for any part thereof is defined by section 100 of the Government of India Act, 1935. Subject to the special provisions with respect to financial Bills, a Bill may originate in either Chamber of the Legislature. A Financial Bill cannot be introduced in the Council. For introducing a Financial Bill in the Assembly the recommendation of the Provincial Government is required under section 82 (*1*) and (*3*). Certain Bills cannot be introduced without the previous sanction of the Governor or the Governor General, as the case may be. The Bills which require the previous sanction of the Governor General are specified in section 108 (*2*). The most important provisions under which Bills require the previous sanction of the Governor are sections 108 (*2*), 119 (*1*), 167 (*2*) (*b*), 226 (*2*), 267 Proviso (*a*), 271 (*1*) and 299 (*3*).

A Bill is deemed to have been passed by the Legislature when it has been agreed to by both Chambers, either without amendments or with such amendments only as are agreed to by both Chambers. A Bill passed by the Legislature may be assented to by the Governor or he may withhold his assent therefrom or he may reserve it for the consideration of the Governor General. In the latter case the Governor General may declare either that he assents in His Majesty's name to the Bill or that he withholds assent therefrom or that he reserves the Bill for the signification of His Majesty's pleasure thereon.

Financial Powers.—The Budget or annual financial statement of the estimated receipts and expenditure of the Province is every year laid before the two Chambers. Except expenditure charged on the revenues of the Province, the other expenditure is subject to the vote of the Assembly. Even in the case of

expenditure charged on the revenues of the Province, the Assembly can discuss the estimates other than those relating to expenditure for the salary and allowances of the Governor and other expenditure relating to his office for which provision has been made by an Order in Council. If the Assembly has refused to assent to any demand for a grant or has assented to such a demand subject to a reduction of the amount specified therein the Governor may, if in his opinion the refusal or reduction would affect the due discharge of any of his special responsibilities, include in the Schedule of authorised expenditure such additional amount, if any, not exceeding the amount of the rejected demand or the reduction, as the case may be, as appears to him necessary in order to enable him to discharge that responsibility.

On a day fixed by the Governor under rule 18 of the Bombay Legislative Chambers (Governor's) Rules the further demands for grants are submitted to the vote of the Assembly. If in respect of any financial year money has been spent on any service for which the vote of the Assembly is necessary in excess of the amount granted for that service and for that year, a demand for the excess amount is submitted to the vote of the Assembly under rule 19 of the Governor's Rules. If in respect of any financial year further expenditure from the revenues of the Province becomes necessary over and above the expenditure theretofore authorised for that year a supplementary demand for grant is submitted to the vote of the Assembly under rule 20 of the Governor's Rules.

The Council is at liberty to discuss the Budget, further statement of expenditure and supplementary statement of expenditure but no motion in regard thereto can be moved in the Council nor can they be submitted to the vote of the Council.

Resolutions and Questions.—On the day or days allotted under sub-rule (1) of rule 11 of the Bombay Legislative Assembly or Bombay Legislative Council Rules, as the case may be, any member may move a Resolution on a matter of general public interest. If the member wishes to move the resolution in the Assembly he must give 15 clear days' notice and if he wishes to move it in the Council he must give 12 clear days' notice.

Every Resolution must be in the form of a specific recommendation to Government. Resolution on any matter connected with the relations between His Majesty or the Governor General and any Foreign State or Prince, or regarding the

personal conduct of the Ruler of any Indian State or of a member of the ruling family thereof or on any matter connected with any Indian State cannot be moved save with the consent of the Governor. No Resolution can be moved in regard to any matter which is under adjudication by a court of law having jurisdiction in any part of British India. The Speaker or the President, as the case may be, may disallow any resolution on the ground that it relates to a matter which is not primarily the concern of the Provincial Government or that it does not comply with any of the Rules.

Questions for the purpose of obtaining information on a matter of public concern may be asked. A question may be disallowed on any of the grounds on which a resolution on the subject might have been disallowed, and also on certain other grounds of which the most important are that it must not be in substance a suggestion for any particular action, nor ask for an expression of opinion.

COURSE OF LEGISLATION

The Bombay Legislature functioned up to November 3, 1939. On November 4, His Excellency the Governor of Bombay issued a Proclamation under section 93 of the Government of India Act, 1935, assuming to himself all powers vested by or under the Act in the Provincial Legislature.

Acts passed :—From April 1 to November 3, 1939, twenty-four Acts were passed by the Legislature and became law. They were as follows :—

Act No. V of 1939 (*An Act to provide for the levy of a tax on sales of certain goods*) was enacted to enable the Government to levy a tax on sales of certain goods. It provides that only one sale between manufacture, import or production and consumption shall be taxed.

Act No. VI of 1939 (*An Act to amend the Bombay Abkari Act,* 1878) was enacted with the object of controlling the bringing of intoxicants into the prohibition areas and giving to the authorities adequate powers of search to cope with the evil of smuggling. The Act gives power to the authorities to stop vehicles, etc., for search or to make a general examination. It also prohibits the advertising of intoxicants.

Act No. VII of 1939 (*An Act to amend the City of Bombay Municipal Act,* 1888) provides that a person shall be disqualified, under section 16 (*1*) (*b*) of the City of Bombay Municipal Act, 1888, for being elected and for being

a councillor if he has been sentenced to imprisonment or whipping for an offence involving moral turpitude and punishable with imprisonment for a term exceeding six months, or to transportation, such sentence not having been subsequently reversed or quashed.

Act No. VIII of 1939 (*An Act to amend the Bombay District Municipal Act,* 1901, *and the Bombay Municipal Boroughs Act,* 1925) was enacted with a view to amend the provisions relating to the disqualification of councillors and the calling of meetings to elect the president and vice-president.

Act No. IX of 1939 (*An Act to provide for the regulation of the prices for supply of gas in the Province of Bombay*) was enacted with the object of protecting the interests of consumers of gas by providing for the regulation of prices for the supply of gas in the Province and for certain other matters.

Act No. X of 1939 (*An Act to provide for the regulation of the construction, maintenance and safe working of certain classes of lifts and all machinery and apparatus pertaining thereto in the Province of Bombay*) was enacted with the object of requiring the owners of premises containing lifts for the carriage of passengers to maintain the lifts in safe working order.

Act No. XI of 1939 (*An Act to regulate and levy a tax on prize competitions in the Province of Bombay*) was enacted to levy a tax on prize competitions. It provides for the licensing of those who will be permitted to hold prize competitions and for regulating the procedure in connection with the holding of the competitions and the collection of the tax.

Act No. XII of 1939 (*An Act to provide for the constitution of a Revenue Tribunal for the Province of Bombay*) was enacted with the object of replacing by a permanent tribunal the temporary tribunal constituted since 1st April, 1937, under section 296 (*2*) of the Government of India Act, 1935.

Act No. XIII of 1939 (*An Act to amend certain enactments and to provide that certain expenditure shall be charged on the revenues of the Province*) re-enacts the provision, which would have lapsed on 1st April, 1939, contained in section 9 of the Bombay Motor Vehicles Tax Act, 1935, in an amended form, and makes chargeable on the revenues the appropriation to the Famine Relief Fund under section 7 of the Bombay Famine Relief Fund Act, 1936. Opportunity was also taken formally to repeal section 63 of the Bombay Abkari Act, 1878.

Act No. XIV of 1939 (*An Act to amend the Transfer of Property Act,* 1882, *and the Indian Registration Act,* 1908, *in their application to the Province of Bombay*) was enacted with a view to supplement the provisions of section 52 of the Transfer of Property Act, 1882, and make the registration of *lis pendens* a condition precedent to the operation of its provisions.

Act No. XV of 1939 (*An Act to amend the Presidency-towns Insolvency Act,* 1909, *and the Provincial Insolvency Act,* 1920, *in their application to the Province of Bombay*) was enacted with the object of giving a right to the judgment-creditor to have his judgment-debtor adjudged insolvent for non-payment of the judgment-debt within a reasonable time after service of notice on him without undergoing the extra expense and trouble of taking execution proceedings against him.

Act No. XVI of 1939 (*An Act to restrict the increase of rents of certain premises in consequence of the levy of the urban immoveable property tax in the Province of Bombay*) was enacted in order to restrict, in consequence of the levy of the urban immoveable property tax in the Province of Bombay, the increase of rents of premises, the standard rent of which does not exceed Rs. 80 per month.

Act No. XVII of 1939 (*An Act to amend the Bombay Finance Act,* 1932) was enacted in order to tighten up the procedure for recovery of the urban immoveable property tax, by enabling Government to levy a penalty for default, in view of certain attempts made in the City of Bombay to dissuade people from paying the tax. Provision was also made to make the dues a charge on property.

Act No. XVIII of 1939 (*An Act to amend the Bombay Village Panchayats Act,* 1933) was enacted for the following purposes :—

(1) the compulsory establishment of panchayats for every local area having a population of 2,000 or more, the Provincial Government having the power to direct the establishment of a panchayat for any area having a population of less than 2,000 ;

(2) the abolition of the system of nominations and *ex-officio* members and the constitution of panchayats consisting of elected members only ;

(3) the establishment of village benches for every panchayat for the purpose of exercising judicial powers ;

(4) the provision for appeals to District Courts and District Magistrates in cases decided by village benches ; and

(5) the compulsory levy of house tax in village areas

Act No. XIX of 1939 (*An Act to amend th: City of Bombay Municipal Act*, 1888) was enacted with the object of empowering the Bombay Municipal Corporation to make temporary appointments for the interim period, pending the appointment of a qualified person in accordance with the procedure prescribed in section 80B of the City of Bombay Municipal Act, 1888.

Act No. XX of 1939 (*An Act to amend the Bombay Land Revenue Code*, 1879) was enacted in order to bring under closer regulation by statute the process of revising the agricultural land revenue assessment, including the main principles by which the land revenue assessment is determined, the methods of valuation, the pitch of assessment, the periods of revision, the graduation of enhancements, etc.

Act No. XXI of 1939 (*An Act to amend the City of Bombay Municipal Act*, 1818) was enacted in order to obviate the necessity of a division by the Corporation of the proceeds of the tobacco duty in the town of Bombay (which was assigned to it as a grant-in-aid) in the fixed proportion of three-quarters and one-quarter between the general account of the Improvement Trust and the general revenues of the Corporation, respectively, and to make it possible for Government to sanction such exclusive grants to the Improvement Trust account as it may consider necessary.

Act No. XXII of 1939 (*An Act to provide for the better regulation of buying and selling of agricultural produce and the establishment of markets for agricultural produce in the Province of Bombay*) was enacted in order to provide for the better regulation of buying and selling of all agricultural produce, including cotton, and the establishment of regulated markets for the purpose.

Act No. XXIII of 1939 (*An Act to amend the Bombay Local Boards Act*, 1923) was enacted with the object of giving finality to the voters' lists, so that the name of no one not entered therein can be put in and none of the names already entered can be struck out till the preparation of fresh lists.

Act No. XXIV of 1939 (*An Act to make provision for the regulation of hours of work in shops, commercial establishments, restaurants, eating houses, theatres and other establishments*) was enacted for the purpose of regulating by statute the hours

of work of employees in shops, commercial establishments, restaurants, eating houses, theatres and other establishments and the employment of children and young persons.

It prescribes the maximum hours of work for persons employed in shops at nine and a half hours in any day, but this may at times be relaxed, subject to the limit of 120 hours for total excess of work over the year. It also provides for one holiday per week. A definite opening and closing hour for shops has also been provided for. In order that compulsory closure should not affect adversely the interests of shopkeepers, provision has been made to prevent street trading after the shop closing hour. For commercial and other establishments more or less similar provisions have been made.

Act No. XXVI of 1939 (*An Act to provide for the control and regulation of supply and distribution of fodder and grain including regulation of prices thereof in the Province of Bombay on occasions of famine or scarcity*) was enacted with the object of enabling Government (1) to declare by notification that a state of famine or scarcity prevails in any local area in the Province, (2) to declare by like notification that all contracts for the sale of fodder or grain of any kind entered into on or after the date specified in the notification shall be subject to the provisions of the Act, and (3) to fix a standard price for the sale of fodder or grain in any famine area or scarcity area or in such other area as may be specified in the notification.

Act No. XXVII of 1939 (*An Act to amend the Sir Chinubhai Madhavlal Ranchhodlal Baronetcy Act*, 1924) was enacted to remedy certain defects experienced in the working of the original Act.

Act No. XXVIII of 1939 (*An Act to provide for the relief of agricultural debtors in the Province of Bombay*) was enacted with a view to relieve the agricultural debtors from the burden of their indebtedness. It applies to such debtors who hold and cultivate lands personally and whose annual income from sources other than agriculture and manual labour does not ordinarily exceed Rs. 300 and whose debts did not on January 1, 1939, exceed Rs. 15,000. The indebtedness is to be relieved by the adjustment of debts by the Debt Adjustment Board, by scaling them down and by making them payable by instalments.

Act No. XXIX of 1939 (*An Act to provide for the protection of tenants in the Province of Bombay*) was enacted with the object of giving special protection to the tenants of six

years' standing on January 1, 1938. Under certain conditions tenants evicted after April 1, 1937, are deemed to be protected tenants for the purposes of the Act. It provides that all future agricultural leases shall be for not less than ten years. The legitimate rights of the landlords have been protected, provision being made for the resumption of the land by the landlord in certain contingencies including non-payment of reasonable rent by the tenant, need for personal cultivation etc.

Ordinances promulgated by the Governor.—During the period between April 1, 1939, and November 3, 1939, two Ordinances were promulgated by the Governor of Bombay under section 88 of the Government of India Act, 1935. They were as follows :—

Ordinance No. I of 1939 (*An Ordinance to provide for the control and distribution of fodder and grain, including the regulation of prices thereof, in the Province of Bombay*) was promulgated with a view to control the prices both of fodder and grain and to stop the removal of the existing stocks from certain areas which were then affected by famine or scarcity on account of absence of rain.

Ordinance No. II of 1939 (*An Ordinance to prohibit options in cotton*) was promulgated with a view to declare the *teji mandi* or option business void in the whole of the Province of Bombay and to take power to impose by-laws on a recognised association on the authority of Government and without preliminary publication.

Acts made by the Governor of Bombay.—The following Acts were made during the period between November 4, 1939, and March 31, 1940, by the Governor of Bombay in exercise of the powers of the Bombay Legislature assumed to himself under the Proclamation dated November 4, 1939, issued under section 93 of the Government of India Act, 1935 :—

(1) *Act No. XXV of* 1939 (*An Act to provide for the prohibition of options in cotton and for certain other purposes in the Province of Bombay*).—The Bombay Options in Cotton Prohibition Ordinance, 1939 (No. II of 1939), ceased to operate from November 5, 1939. As it was essential in the interests of the cotton trade that the provisions of the Ordinance should continue, this Act puts them on the Statute Book, in the form of amendments to the Bombay Cotton Contracts Act, 1932.

(2) *Act No. I of* 1940 (*An Act to amend the Bombay Finance Act*, 1932).—This Act provides for extension of the

Bombay Finance Act, 1932, for a further period of one year, with certain amendments.

(3) *Act No. II of* 1940 (*An Act to amend the Bombay Rent Restriction Act,* 1939).—This Act extends for a further period of twelve months the life of the Bombay Rent Restriction Act, 1939.

(4) *Act No. III of* 1940 (*An Act to amend the Bombay Motor Vehicles Tax Act,* 1935, *and the Bombay Local Boards Act, 1923*).—This Act brings the provisions of the Bombay Motor Vehicles Tax Act, 1935, in line with the provisions of the new Motor Vehicles Act, 1939, and is intended to remedy certain defects experienced in the working of the former Act.

(5) *Act No. IV of* 1940 [*An Act to amend the Bombay Village Panchayats* (*Amendment*) *Act,* 1939].—This Act provides that the panchayats and benches which were in office on the date on which the Bombay Village Panchayats (Amendment) Act, 1939, came into force should continue in office, notwithstanding that the term of their members may have expired, till the date they are dissolved by the Collector.

(6) *Act No. V of* 1940 (*An Act to amend the Bombay Small Holders Relief Act,* 1938).—This Act extends the operation of the Bombay Small Holders Relief Act, 1938, up to March 31, 1941.

Government Bills.—During the period between April 1, 1939, and November 3, 1939, twenty-four Government Bills were passed into Acts. Of these nineteen were introduced in the Legislature during the said period, and the remaining five had been introduced and had reached some stages before it. In the case of one Bill, the report of the Select Committee was presented to the Assembly, but the Bill was not proceeded with further. Another Bill, after having passed its third reading in the Assembly, was transmitted to the Council, but did not reach its further stages.

Non-official Bills.—Ten Non-official Bills were introduced and published before the commencement of the period under review. Of these four were lost after first reading; one was referred to the Select Committee after the first reading was passed; two were published, after the first reading was passed, for eliciting public opinion; and in the case of three the first reading was proposed but further consideration was postponed.

Fourteen Bills were introduced and published during the period under report.

Amendments to Standing Orders and Rules.—The report of the Select Committee on the amendment proposed to rule 113 (4) of the Bombay Legislative Council Rule laying down the proportion of members of the Legislative Assembly on every Joint Committee appointed by the Legislative Council was presented and the amendment recommended by the Select Committee was passed.

An amendment proposed to rule 118 of the Bombay Legislative Council Rules, laying down the composition of the Select Committee to which a motion for amendment of rules should be referred, was passed by the Legislative Council.

Government Motions or Resolutions.—Two Government Motions or Resolutions were moved in the Assembly and carried; one of them was also moved in the Council and carried.

Non-official Resolutions.—In all, three non-official resolutions were moved in the Assembly, of which two were withdrawn and one was negatived. Six non-official resolutions were moved in the Council, of which four were withdrawn and one was negatived, and the consideration of one was postponed.

Statutory Motions.—Two Statutory Motions were moved in the Assembly and carried. One Statutory motion was moved in the Council and carried.

Motion for adjournment of the House.—One motion for the adjournment of the House was moved in the Assembly, and lost.

Condolatory Motions.—Condolatory motions were made in the Assembly to the deaths of Mr. Lakhmidas Rowji Tairsee and Mrs. Faiz Tyabji.

ADMINISTRATION OF JUSTICE

The High Court, consisting of ten permanent Judges including the Chief Justice and one temporary additional Judge, has both ordinary and extraordinary civil and criminal jurisdiction and exercises original and appellate functions. The appellate Judges of the High Court also supervise the administration of justice by Subordinate Civil and Criminal Courts. Ordinary original jurisdiction is exercised in matters both civil and criminal, which arise within the limits of the Town and Island of Bombay, but the High Court may in civil cases remove and itself try any suit brought in any Court under its superintendence, and, in criminal cases, exercise jurisdiction over all

persons residing in any place whose Courts are subject to the superintendence of the High Court.

In the Mofussil, the administration of civil justice is, in addition to the High Court, entrusted to four grades of Courts, those of District and Assistant Judges and of two classes of officers styled, respectively, First and Second Class Subordinate Judges.

The Small Causes Court.—For the more easy recovery of small debts and demands, Courts invested with summary powers have been established in the City of Bombay and in Ahmedabad and Poona. The Judges of the mofussil Small Causes Courts have jurisdiction in money suits within the towns where the Courts are situated up to Rs. 500 in value and their decisions are final, save in so far as they are subject to reference on points of law to the High Court or to the supervision of the High Court in its extraordinary jurisdiction. The jurisdiction of these Courts may be extended to Rs. 1,000. The Bombay Small Causes Court has cognisance in suits not exceeding Rs. 2,000 in value arising within the Island of Bombay.

Criminal Courts.—District and Assistant Judges under the title of Session Judges, Additional and Assistant Sessions Judges exercise criminal jurisdiction. But the executive district officers, who in addition to their revenue duties, are invested with magisterial powers, dispose of original criminal work to a great extent. There are under the provisions of the Criminal Procedure Code, in addition to the High Court, four grades of Criminal Courts—those of the Magistrates of the Third, Second and First Class, respectively, and the Courts of Sessions.

CIVIL JUSTICE

The Judicial Staff employed in the Province on December 31, 1939, and engaged partly or wholly in civil cases consisted of 10 permanent High Court Judges, 1 temporary Additional High Court Judge, 17 District Judges, 1 Joint Judge, 11 Assistant Judges (including 1 Assistant Judge under training), a Chief Judge and 5 Judges of the Presidency Small Cause Court, 1 Provincial Small Cause Court Judge, 23 First Class Subordinate Judges and 95 Second Class Subordinate Judges. In addition, the Registrars of the Small Cause Courts of Poona and Ahmedabad exercised the powers of a Small Cause Court Judge. There were also 3 Inamdars and Jahagirdars exercising the powers of a Subordinate Judge under Regulation XIII of

1830 and 81 Village Munsiffs appointed under the Deccan Agriculturists' Relief Act, XVII of 1879.

High Court.—The number of original civil suits for disposal in the High Court in 1939 was 3,718, against 4,030 in 1938. Of these 2,253 were decided, leaving 1,465 pending at the close of the year. There were 1,838 insolvency petitions for disposal, 615 being decided and 1,223 left pending. The number of applications for execution of decrees was 2,090, of which 1,414 were disposed of during the year.

The High Court disposed of 14 appeals from decrees and 19 appeals from orders on the Original Side. It also dealt with 1,367 appeals from Civil Courts subordinate to the High Court and left 1,968 pending at the close of the year.

The receipts of the High Court during the year amounted to Rs. 17·41 lakhs on the Original Side and Rs. 1·81 lakhs on the Appellate Side, making an aggregate of Rs. 19·22 lakhs. The total charges on the Original Side were Rs. 9·20 lakhs and on the Appellate Side Rs. 5·21—an aggregate of Rs. 14·41 lakhs. There was thus an excess of Rs. 4·81 lakhs in receipts over expenditure.

Bombay Small Causes Court.—The institutions in this Court were 25,641 and the disposals 26,176, leaving 5,342 suits pending at the close of the year. There was a slight increase in the institutions of suits not exceeding in value Rs. 10, while there was a decrease in all other kinds of suits. The total value of litigation showed a decrease, the figure being Rs. 54·70 lakhs, against Rs. 57·98 lakhs in the preceding year. Of the 26,176 suits disposed of, 263 were decided without trial, 8,064 were decided *ex parte*, 10,120 on admission of claims, 6,142 by compromise, 1,526 after full trial, 55 on reference to arbitration and 6 by transfer. Of the 18,706 applications for the execution of decrees that were before the Courts during this year (including 2,992 pending from the previous year), 15,879 were disposed of and 2,827 remained pending at the close of the year.

Mofussil Courts.—During the year 4,375 appeals were instituted in Civil Courts subordinate to the High Court, showing a decrease of 241 in the figure of the previous year, while the number disposed of was 4,601 and the number remaining pending at the close of the year was 5,407. The result of appeals disposed of showed that in 631 cases, or 13·7 per cent. of the whole, appeals were either summarily dismissed or not prosecuted; in 2,537, or 55·1 per cent., the judgments

of the lower Courts were affirmed; in 597, or 13 per cent., they were modified; in 625, or 13·6 per cent., they were reversed; and in 206, or 4·5 per cent., the cases were remanded for a fresh hearing. The remaining 5 appeals were disposed of by transfer.

The number of suits instituted in these Courts in 1939 was 129,370, a decrease of 5,690 in the figure of the previous year. There was a decrease in money suits to the extent of 5·6 per cent., while in title and other suits there was an increase to the extent of 0·6 per cent., the number of money suits being 103,762, against 109,616 in 1938, and that of title and other suits 25,608, against 25,444 in the previous year. The total number of suits disposed of during the year was 133,278, a decrease of 2,173 in the figure of the previous year. The village munsiffs disposed of 11,401 suits, a decrease of 843 suits on the figure of the previous year. The number of suits pending at the end of the year was 66,765, against 68,220 in the previous year. Of the pending cases, 9,588 were pending for more than one year.

Out of the suits disposed of during the year, 16,430, or 12·3 per cent., were disposed of without trial; 26,265, or 19·7 per cent., were disposed of *ex parte*, 15,553, or 11·7 per cent., on admission of claims; 32,449, or 24·3 per cent., by compromise; 41,679, or 31·3 per cent., after full trial; 441, or 0·3 per cent., on reference to arbitration; and 461, or 0·3 per cent., by transfer.

CRIMINAL JUSTICE

The Judicial Staff employed in the Province on December 31, 1939, and engaged partly or wholly in criminal cases consisted of 10 permanent High Court Judges, 1 temporary Additional High Court Judge, 17 Sessions Judges, 7 Additional Sessions Judges, 4 Assistant Sessions Judges, 19 District Magistrates, 11 Presidency Magistrates, 367 other First Class Magistrates, 183 Second Class Magistrates, 187 Third Class Magistrates, 159 Sanitary Committees and Sanitary Boards and 454 Village Panchayats. In addition to the above, there were 19,283 Police Patils in the Province exercising powers under section 14 of the Bombay Village Police Act, VIII of 1867, of whom 411 were invested with powers under section 15 of that Act.

There were 6 Benches of Honorary Magistrates in the City of Bombay constituted from 137 Honorary Magistrates.

There were 330,823 criminal offences reported during the year, an increase of 33,323 over the figure of 1938. Of the total number of cases under inquiry, 319,184 were found to be true.

The number of cases brought to trial during the year before the Presidency Magistrates excluding pending cases was 23,429 and before the Honorary Presidency Magistrates 139,872, making a total of 163,301. The aggregate number of persons under trial before the Presidency Magistrates was 181,097. Of the persons tried, 23,898 were acquitted or discharged, 146,782 were convicted, 146 were committed to the High Court, 27 died, 131 were transferred to other provinces, 6 were handed over to the military authorities and 10,107 remained under trial at the close of the year. Of the persons tried for offences under the Indian Penal Code, 4,401 were convicted and 8,955 were acquitted or discharged. Of the persons convicted, 3,069 were punished with imprisonment, 135,421 with fine, 9 with whipping, 7,036 convicted persons were released after admonition and 1,247 were released on probation of good conduct, while 187 persons were sent to the Leper Asylum at Matunga.

The aggregate number of persons under trial before the Mofussil tribunals was 236,082. Of these, the cases of 929 were committed to the Sessions or referred to higher authorities. Of the remaining 235,153, the cases of 202,990 were finally disposed of by the various tribunals. Of these 129,257, or 63·7 per cent., were convicted and 72,703, or 35·8 per cent., were acquitted or discharged, 183 persons died, 846 escaped during trial and 1 was transferred.

The Courts of Sessions tried 1,858 persons, of whom 944 were convicted. The death sentence was passed on 27; transportation or penal servitude on 115; imprisonment on 764; fine on 77; whipping on 7; and 38 were ordered to give security. The number of criminal appeals decided by courts subordinate to the High Court during the year was 2,794, against 2,767 in the preceding year. Of the 98 cases brought to trial before the High Court Sessions, 97 cases, involving 144 persons, were decided.

REGISTRATION

A conspicuous increase in compulsory registrations was recorded during 1939. The total number of registrations was 250,155, against 243,443 of the preceding year, an increase of

6,712 or 2·7 per cent. The figures for documents affecting both sales and leases showed a rise. In sales the increase was about 4 per cent., though the value of property affected was lower than in 1938. Optional registrations affecting immovable property, however, fell from 6,980 to 6,562.

The number of Parsi marriages registered was 568. Of these, the Registrar of Marriages, High Court, Bombay, alone registered 476. The number of marriages registered under the Special Marriage Act (III of 1872) was 290, Bombay claiming the major portion.

The system of copying documents by photography, in force since 1921 as an experimental measure, was accepted by the Government as a permanent arrangement. The number of documents received for photo-copying in 1939 was 108,107, against 103,339 in the previous year.

The total gross income of the Department declined from Rs. 14·50 lakhs in 1938 to Rs. 13·99 lakhs in 1939. The decline was mainly due to the fall in the value of the immovable property.

The replacement of retired men by new men on reduced scales of pay and the retrenchment of some clerks' posts, on the other hand, reduced the expenditure from Rs. 5·28 lakhs to Rs. 4·87 lakhs.

The post of the Settlement Commissioner having been revived, the post of the Inspector General of Registration is held by the Settlement Commissioner and Director of Land Records.

JOINT STOCK COMPANIES

The number of new companies registered during the year was 159, against 144 in the previous year. Of these 159 companies, 33 were public limited companies, 117 were private limited companies and 9 were companies limited by guarantee. The number of companies in operation at the end of the year was 1,535 (of which 649 were public, 799 private and 87 limited by guarantee) as against 1,479 at the end of the previous year.

There was an aggregate decrease of Rs. 3·64 crores in the authorised capital while the increases in the subscribed and paid up capital were Rs. 2·40 crores and Rs. 3·12 crores respectively. The aggregate authorised capital of all the companies in the Province was about Rs. 223 crores, while the total paid up capital exceeded Rs. 110 crores. The number of documents

registered during the year was 7,175, against 7,136 in the previous year, while the total fees realised were about Rs. 65,700 and the expenditure Rs. 22,600.

The number of Societies registered during the year under the Societies Registration Act was 58, bringing the total number of Societies registered to 1,001. The number of firms registered during the year under the Indian Partnership Act, 1932, was 1,229 bringing the total to 12,344.

CHAPTER III

POLICE AND CRIME

THE Police force consists of two distinct bodies, stipendiary and the village police. The stipendiary force is divided into grades, the members of which, beginning as Constables, have the opportunity of becoming Head Constables, Sub-Inspectors, Inspectors and even Deputy Superintendents. In the mofussil—

the Sub-Inspector has charge of the Police Station,

the Inspector has charge of a Sub-Division comprising several Police Stations or a large Town, and

an Assistant Superintendent of Police or a Deputy Superintendent has charge of a Sub-Division of a District.

The whole staff of the Police Prosecuting Inspectors and Sub-Inspectors is now designated as Police Prosecutors.

It is not the purpose of Government to give the stipendiary police a regular military character, and a portion only are armed and to them are allotted the duties of guarding jails and lock-ups and the escorts of prisoners and treasure. The more purely police functions are discharged equally by members of the armed and of the unarmed branches of the force.

The proportion of police to area and population of the different portions of the Province varies greatly, being determined by a consideration of the nature of the country, the density and character of the population, and the neighbourhood of Indian States.

In the Northern Range there is one policeman to every 3·94 square miles and to 841 inhabitants.

In the Southern Range one to 5·25 square miles and to 1,030 inhabitants.

For the purpose of control the whole force is under the Inspector-General of Police, who is assisted by three Deputy Inspectors-General of Police. Certain administrative powers have, however, been reserved to the Commissioners of Divisions.

The executive management of the police in each district is vested, under the general direction of the Magistrate of the

District, in a Superintendent of Police, who is assisted by a Deputy Superintendent, and has in some cases one or more Assistant Superintendents under him.

Railway Police.—A special police organisation exists in connection with the railways of this Province—the B. B. & C. I., the G. I. P. and the M. & S. M. Railways. The police employed along these lines of rail are under the supervision of two Superintendents. The Railway Police form a distinct body quite independent of the Police of the districts in which they serve but their pay and prospects are identical with those of the District Police. With the introduction of provincial autonomy on 1st April 1937 the cost of the police employed on Railways for the maintenance of order is recovered from the Railway Administrations concerned. The Railway Administrations continue to bear the cost of the Watch and Ward Staff.

Criminal Investigation Department.—In addition to the police attached to individual districts there exists a special organisation for the detection of crime called the Criminal Investigation Department, which includes the Finger Print Bureau and is under the immediate control of a Deputy Inspector-General of Police. The Criminal Investigation Department, in co-operation with the Police of other provinces, is employed in the prevention of the spread of serious crime, in the investigation into crime having ramifications over several jurisdictions and in the pursuit of criminals. The Finger Print Bureau has been working satisfactorily since its establishment in 1901.

MOFUSSIL POLICE

Increases in crime and in pending and undetected cases were features of the year 1939 :—

"There are two main causes for this very unsatisfactory position," observed the Inspector-General of Police. "In the first place, there is the great increase of crime. Although a good deal of this crime was petty, its disposal took much time and the investigating staff, which is greatly undermanned, was not able to give sufficient attention to serious and organized offences.

"The second and more important cause of the deterioration in detection is the lack of genuine co-operation on the part of the public with the police. The popular Government, with the best of intentions, imposed a curb on the police. One result of this policy was that the public, in

its anxiety to exercise its newly acquired influence in public affairs, developed a habit of submitting, often directly to the Government itself, a great mass of petitions, recounting their real or fancied grievances against the police. Some of the complaints made were of a trivial nature and others were the result of inexperience and an ideal that it was the duty of the public to keep the police well under their control. But in many instances persons concerned directly or indirectly in cases under investigation by the police made complaints in order to further their own interests. The great majority of such complaints were found on enquiry to be false or greatly exaggerated.

"As might be expected, the effect of the numerous petitions and enquiries on the efficiency of the police was unfortunate. Investigating officers and others, finding that their most innocent action was liable to be distorted or misrepresented and that they might at any moment be called upon to answer some false or exaggerated charge which was difficult to defend, developed a tendency to adopt circumspect and ultra-careful methods and a hesitancy to take action which might and should have been taken. The natural result of this state of affairs was deterioration in the results of detection which was also injuriously affected by the great waste of time which the departmental enquiries involved. Another feature disturbing to police work was the interference of local politicians, however well-intentioned it may have been in some cases."

Shortage of magistrates and police prosecutors is said to have been the reason for the large arrears. Throughout the year there was some labour unrest, strikes occurring in Ahmedabad, the Bombay Suburban District, East Khandesh and Sholapur. There was also agrarian trouble in the Ratnagiri district and communal tension was prevalent at many places, particularly in the Ahmedabad, East Khandesh, Nasik, Poona, Sholapur and Kolaba districts.

The total number of cognizable and non-cognizable offences reported during the year was 170,968 against 147,340 in 1938—a net increase of 23,628. The number of cognizable cases dealt with by the police was 38,273, while those dealt with by the magistrates direct numbered 10,701—a total of 48,974 against 41,896 in 1938.

Cases of non-cognizable crimes numbered 121,994 against 105,444 in 1938—an increase of 16,550. Cognizable crimes

reported to the police rose from 32,569 cases in 1938 to 38,273—an increase of 5,704. Direct cognizable complaints to magistrates also rose from 9,327 in 1938 to 10,701 in 1939.

The figures of cognizable crime for 1939 are the highest for the last five years. They show an increase of 5,704 under all classes as compared with 32,569 for the previous year.

Murders rose from 422 to 472, attempts at murder and culpable homicide from 151 to 166, dacoities from 189 to 347, robberies from 685 to 794, house-breaking with intent to commit an offence from 5,985 to 7,390, thefts, including cattle thefts, from 9,308 to 10,764, and cases of receiving stolen property from 299 to 427.

The incidence of total crime and serious crime under the Indian Penal Code for the Province, including railways, worked out to 1·71 and 1·20 per thousand of population, against 1·46 and 1·01 respectively in the preceding year.

The Bombay Suburban District and the Ratnagiri District maintained their positions at the top and at the bottom in the order of criminality with respective incidence of crime—9·30 and 0·44 per 1,000 of the population.

The total number of police cognizable cases for disposal during the year was 44,965, against 37,798 in 1938. The number of cases excluded as false or due to mistake of law or fact was 5,948, against 5,044. The percentage of convictions to cases tried was 65·95, against 73·52 in 1938. The total number of cases pending under all classes stood at 7,178, against 6,405 in 1938.

The total number of undetected cases during the year was 11,420, against 8,459 in 1938—an increase of 2,925 cases.

Out of 18,441 cases decided by trial, 17,277 ended in conviction, against 15,323 out of 16,208 cases tried in 1938. The percentage of cases convicted to those tried was 93·68, against 94·53 in 1938 under all classes, and 89·54, against 90·95 respectively under the Indian Penal Code.

The value of property stolen in 1939 in connection with cognizable cases was Rs. 10·80 lakhs, against Rs. 8·81 lakhs in 1938, the corresponding figures of the value of property recovered being respectively Rs. 2·53 lakhs and Rs. 2·38 lakhs. The percentage of property recovered to property stolen, based on the percentage of property recovered in individual cases, was 30·86 in 1939, against 33·54 in 1938.

The sanctioned strength of (*a*) officers below the rank of Deputy Superintendent of Police and (*b*) men, stood at 668

and 17,476 respectively, against 669 and 17,542 in the year before. The cost of the police, including the railway police and the clerical establishment, for the financial year 1939–40 was Rs. 99·23 lakhs, against Rs. 98·67 lakhs in 1938–39. The proportion of police to area, population and cognizable crime investigated, was one policeman to 4·51 square miles, 2·28 railway miles, 924 persons and 1·98 cognizable crimes investigated.

BOMBAY CITY POLICE

During the year the Government accorded sanction to the amalgamation of the greater part of the Bombay Suburban District with Bombay City for police purposes. Development of the suburbs has been rapid in recent years and they are now practically a continuation of the city itself. The change to urban conditions in the area has brought with it a very serious increase in crime, particularly against property, so that one unified police force for the whole area has become a necessity. When the amalgamation is complete, the total area under the jurisdiction of the Bombay City Police will be about 80 square miles, and the force itself will probably be, apart from the London Metropolitan Police, one of the largest in the Empire.

The total number of cognizable and non-cognizable offences during the year numbered 215,670, against 190,683 in 1938. The total number of cognizable cases of all classes reported to the police was 142,818, against 125,615 in the year before. The total number of cases under special and local laws, public nuisances and under the Criminal Tribes Act increased from 118,434 in 1938 and 127,915 in 1937 to 132,875 during the year.

Including 3,193 cases pending from the preceding year and 80 cases of the previous years again brought on the register, there were 146,091 cases for disposal, against 128,722 in 1938. The percentage of true cases of all classes to cases for disposal stood at 97·99, against 97·38 of the previous year, while that of conviction was 89·75 against 90·90 in the previous year. The total number of cases of all classes remaining at the end of the year was 2,640.

There were 69 cases of murder and attempted murder, including 15 cases pending from the preceding year and one case of the previous year reopened during the year, against 92 in 1938. Of these, 13 ended in conviction, 16 in acquittal, 2 were declared to be mistakes of facts, 3 classified as

non-cognizable, the accused in one died before trial and in two cases were declared to be lunatic, 21 cases remained undetected (including 7 of infanticide) and 11 were pending at the end of the year.

The total number of direct magisterial cognizable cases was 25,071 against 20,427 in 1938. Of these, 23,891 ended in conviction, giving a percentage of 95·29. The total number of persons involved in these cases was 25,405, of whom 23,971 were convicted.

The total number of non-cognizable cases for disposal before the magistracy was 50,000, of which 33,537 ended in conviction. These non-cognizable cases involved 52,648 persons, of whom 33,543 were convicted.

The total value of property alleged to have been stolen in cognizable cases reported to the police amounted to Rs. 12·26 lakhs, compared with Rs. 7·64 lakhs in 1938. The total value of property recovered was Rs. 1·23 lakhs, which gave a recovery percentage of 10·01, compared with 26·38 in 1938.

In their efforts to suppress betting and gaming in the city limits the police raided 24 bucket shops and 671 other gaming houses, arresting in all 2,303 persons. Of these, 599 were convicted. The police arrested also 2,429 persons for gaming in public places, of whom 1,940 were convicted.

Warnings were given to 81 persons for non-compliance with the requirements of the law relating to presses, books and newspapers. There were 69 industrial strikes, including the one-day general strike on October 2, against 61 in the preceding year.

The total permanent strength of the police force at the close of the year was 4,661, against 4,638 in 1938. The population of the City according to the census of 1931 is 1,161,383 and the proportion of crime to population on these figures stood at 1 to 8·10, compared with 1 to 9·24 in 1938. The proportion of crime to each police unit was 30·74, against 27·09 in 1938.

Difficulties had to be encountered in the enforcement of the prohibition policy in Bombay City which was inaugurated on August 1, 1939. During the five months from August to December 1939, 1,113 cases were detected.

To enable the police to do their jobs efficiently if Bombay city should at any time be subjected to bombing, a series of

lectures on air raid precautions was arranged for the constabulary. The results were encouraging.

VILLAGE POLICE

Under the provisions of Bombay Act VIII of 1867, the Village Police are, subject to the control and direction of the Commissioner, administered by the different District Magistrates. It is their special duty to prevent crime and public nuisances and to detect and arrest offenders within village limits. They are not stipendiary, but receive perquisites from the inhabitants of the village or rent-free lands or small sums of money from Government. In each village the Village Police are under the charge of the police patel, who is often, but by no means always, the person performing the duties of revenue patel. His duties as police patel are to furnish the Magistrate of the district with any returns or information called for, and to keep him constantly informed as to the state of crime and all matters connected with the Village Police and the health and general condition of the community in his village. Under a form of administration which preserves the village as the unit of collection in revenue matters, the institution of Village Police naturally holds an important place.

Despite the issue of detailed instructions on the subject of duties and responsibilities of police patels and efforts made by police officers, the number of cases in which the village police rendered assistance dropped and the number of instances in which they were reported for neglect of duty rose.

During the year, the village police rendered assistance in 390 cases, against 473 in 1938 and were rewarded, as usual, by the grant of monetary rewards aggregating about Rs. 1,300 and by the presentation of certificates of merit, etc. On the other hand, 503 were reported for neglect of duty and 495 were punished departmentally, against 475 and 453, respectively, in 1938. During the year 95 village police were prosecuted for commission of cognizable crime, 37 of whom were convicted.

MOTOR VEHICLES

The most important feature of the year was the enactment by the Central Legislature of the Motor Vehicles Act, 1939, to replace the Indian Motor Vehicles Act, 1914. A model code of rules under the new Act was prepared by a committee of experts from various provinces and representatives of motoring interests. This code was recommended by the Central Government to all provincial

administrations for adoption in view of the desirability of having a common code, as far as possible, throughout India. It was adopted for use in this Province after some slight modifications to suit purely local conditions.

The provisions of the new Act, particularly those relating to the licensing and control of transport vehicles, coupled with the great increase in recent years in the number of vehicles in use, made a change in the system of administration necessary. Centralisation of registration and taxation of vehicles in the office of the Commissioner of Police, Bombay, was inconvenient for the thousands of owners in the mofussil who had to transact their business with that office by post. Testing and licensing ever increasing numbers of drivers and problems arising out of the rapid development of commercial road transport demanded from District Superintendents of Police more time than they, in justice to their other duties, could spare.

The Government, therefore, issued orders that motor vehicles administration should be carried out on a regional basis, and from March 1, 1940, the province was divided into five regions with their respective headquarters at Bombay, Ahmedabad, Poona, Nasik and Belgaum. A body of officials and non-officials, called the Regional Transport Authority, was constituted for each region to deal with the licensing of transport vehicles, and on the Secretary of this body, as Regional Transport Officer, devolved all those duties connected with the licensing of drivers and the registration and taxation of motor vehicles.

The number of licences issued during the year was 9,479 and of those renewed 45,713, against 9,965 and 43,073 respectively in the previous year. In addition, 16,418 temporary licences to drive were issued to learners. The decrease in the number of licences issued was due to the introduction of the more thorough test of competence to drive. Permits issued and renewed to drive motor cabs, omnibuses and goods lorries plying for hire numbered 9,392. The number of motor vehicles, including motor cycles, registered was 4,278, against 4,999 in the previous year. The total number of vehicles registered in the Province and in use at the end of the year was 27,880—of 1,638 motor cycles, 17,604 motor cars, 3,402 motor buses, 1,346 motor cabs (taxis) and 3,890 goods lorries. There were 1,166 motor vehicles in Bombay City and 5,337 in the mofussil plying for hire.

There were 7,903 accidents, against 8,360 in the preceding year. Of these 5,605 were in Bombay City.

In Bombay City prosecutions under the Motor Vehicles Acts and Rules and the Indian Penal Code numbered 1,941 of which 962 ended in conviction. The corresponding figures for the mofussil were 3,408 and 2,319 respectively. In addition, 10,104 cases of breaches of the Motor Vehicles Rules were dealt with by the District Police.

Fees collected in respect of issue and renewal of driving licences etc., amounted to Rs. 3·88 lakhs, against Rs. 4·28 lakhs in the previous year. Receipts under the Bombay Motor Vehicles Tax Act amounted to Rs. 38·05 lakhs.

GOVERNMENT MALE AND FEMALE WORKHOUSES

By the European Vagrancy Act of 1874, a person of European extraction (which does not include those commonly known as Eurasians or East Indians) found asking for alms or wandering about without any employment or visible means of subsistence is a " vagrant " and may be required by a police officer to appear before a Magistrate. If the latter thinks that the vagrant is not likely to obtain employment at once he sends him to a Government Workhouse known as the Working Men's Hostel, where he is kept. If the Magistrate is of opinion that the vagrant is likely to get employment in any other place in India he may at his discretion forward the vagrant to such a place.

If after a lapse of a reasonable time in a workhouse no suitable employment is obtainable for the vagrant, the Provincial Government may cause him to be removed from British India at Government expense or may release him.

Penalties are provided by the Act for refusal to go before a Magistrate, for quitting the workhouse without leave, etc., two years' imprisonment being the maximum penalty for the latter offence.

The Government Male Workhouse is now administered by the Salvation Army, which receives a grant from Government. Destitute Europeans may go voluntarily to the King Edward's Home which is managed by the Salvation Army and also receives a grant from Government.

The total number of inmates in the Working Men's Hostel during the year ended December 31, 1939, was 45, of whom 25 were newly admitted. Twenty-five were discharged during the year and 3 deserted. Of the number discharged, 3 found employment, 9 were restored to friends, 3 were sent to King

Edward's Home, 2 were sentenced to imprisonment, 7 were discharged having means and 1 was sent to a mental home.

The total cost of the hostel to Government was about Rs. 9,670, against Rs. 9,870 in the preceding year. The average daily population was 19·7 and the average cost per head per day was Rs. 1–6–0.

There was only one admission—a Russian vagrant—in the Government Female Workhouse. The total expenditure incurred on her account was about Rs. 89.

JAILS

The number of convicted prisoners admitted during the year 1939 was 29,652, against 27,404 in 1938, while the daily average jail population was 8,000. The admission of civil prisoners decreased from 259 to 204 and the daily average population dropped by 114. The number of habituals admitted during the year was 2,597. The number of prisoners released under the remission system was 1,956, compared with 2,030 in the previous year.

The prisoners fettered for punishment or security were 2,138, against 2,634 in the previous year, the decrease being due to relaxation of rules regarding fettering.

Altogether 4,932 prison offences were dealt with by Superintendents. Of these, 2,037 related to work, 840 to prohibited articles, 180 to assaults and mutiny and 1,875 were other offences. No flogging was inflicted during the year. Special remission was awarded on 12,085 occasions.

The health of the prisoners in different jails was, on the whole, good throughout the year. The death rate further decreased from 9·0 to 6·8 and the sick rate from 17·6 to 17·4.

The daily average number of persons sentenced to labour was 5,737. The number of those employed in intra-mural manufactures was 2,769, while the total number employed in remunerative labour was 3,093. The average cash earnings per prisoner was Rs. 30–5–3, against Rs. 31–10–6 in 1938. The average cash earnings per prisoner actually employed in prison manufactures was Rs. 56–4–0 against Rs. 61–7–7 in 1938. The average net profit per prisoner sentenced to labour was Rs. 28–5–7 and per prisoner actually employed on manufactures Rs. 52–9–3. The total net profit was Rs. 1·63 lakhs, against Rs. 1·74 lakhs in the year before. The decrease

was due to less demand for extra-mural labour and supplies for Government Departments.

The gross cost of maintaining a prisoner in the central and district prisons was Rs. 127-7-2, which represents only the actual cash expenditure. If the cost of articles, supplied from prison gardens and dairies were taken into account, the cost of maintenance would be Rs. 135-14-10. The dietary charges amounted to Rs. 28-1-2 per head, or, including the value of articles supplied by jails, Rs. 34-3-4.

As regards the welfare activities of the Jail Department, the measures taken to educate the juvenile sections include both advancement of literacy and vocational pursuits, while great progress is being made in adult education. All prisoners who are illiterate or semi-literate are made to attend classes except short termers with a sentence of less than 3 months and prisoners who are over 45 years of age. The average number of adults attending classes was 1,977, compared with the daily average of 5,832 confined in all prisons. Prison libraries are becoming more popular among the prisoners and a large number takes advantage of them.

BORSTAL SCHOOL, DHARWAR, AND THE BOMBAY PROVINCE PROBATION AND AFTER-CARE ASSOCIATION

The year opened with 418 inmates in the Borstal School, Dharwar. The school admitted 231 boys and discharged 181, leaving 468 at the end of the year. Fifteen cases were dealt with by the Investigating Committee for breach of the conditions of licence.

Besides the classes held in regional languages, industrial training was imparted in carpentry, weaving, tailoring, gardening and agriculture.

The total cost of dietary charges was about Rs. 15,400, the average cost per boy being Rs. 35-9-3. The total cost of maintenance of the school was about Rs. 71,900, the average cost per boy being Rs. 176-4-3.

The Bombay Province Probation and After-Care Association is concerned with the supervision and after-care of lads released from the Borstal School, Dharwar, and of children released from certified schools as well as the supervision of children released on probation by Juvenile Courts.

There were 397 Borstal and certified school licensees under the supervision of about 200 probation officers appointed by the Association, of whom only seven were full-time paid workers.

Of the 146 lads under supervision from the Borstal School, 120 concluded their period of licence successfully, 23 failed to do so, while three were not reported on. The percentage of failure works out at 10·36, against 11·03 in the previous year.

JUVENILE BRANCH

The Juvenile Branch was constituted by the Government in 1934 and was placed under the direct control of the Backward Class Officer in his capacity of Chief Inspector of Certified Schools. The main activity of the Juvenile Branch is the administration of the Bombay Children Act, whose purpose is both preventive and remedial. It provides protection and right treatment for many types of boys and girls, who are under sixteen years of age—neglected, uncontrollable, victimised and delinquent. The Act was amended in 1936 and several voluntary institutions were recognised as Certified Schools.

Work under the Children Act is still in its infancy. The number of children dealt with under it during the year was 2,791, against 2,020 in the previous year. Of these, 2,498 were arrested within the period, against 1,805 in the previous year, 1,424 being neglected children, 123 victimised children and 951 young offenders.

The Juvenile Branch noticed some flagrant cases of exploitation of child beggars by mercenary adults. The most glaring was that of a feeble-minded girl, kept in an emaciated condition and trained to lie helpless on a small *charpoy*, on which she was carried round Bombay streets. Up-country enquiries showed that the so-called father placed before the Court by the exploiter was bogus and that the real father was at his native place, receiving Rs. 8 per month from the child's begging earnings.

The total number of cases dealt with by the Juvenile Courts was 2,498, against 1,805 in the previous year. Of these 1,388 related to Bombay City alone.

Remand Homes.—At present there are ten Remand Homes in different areas in this Province, where the whole of the Children Act is in operation. A Remand Home serves several purposes : it provides safe accommodation for children arrested under the Act, it is an observation centre for the personal study of the child and a useful deterrent to uncontrollable children.

Certified Schools.—There are in all 17 Certified Schools. Of these, four are major schools—the Chembur Home, David

Sassoon School, Yeravda Industrial School and Byramjee Jeejeebhoy Home. Of these, the last one admits girls. The total number of boys in these schools was 1,049 and there were 44 girls in the Byramjee Jeejeebhoy Home.

Altogether 853 children had been committed to Certified Schools before April 1, 1939, and 1,070 were admitted in the course of the year.

Educational classes in the three major schools still tend to suffer from the multiplicity of languages taught. In some schools, where education is provided in the premises, it is customary to divide class time equally between literacy education and workshop crafts. At Chembur Home, three shifts have been arranged whereby boys spend only one-third of their time in class and two-thirds in the workshop. Arrangements have also been made to institute spinning and handloom weaving and agricultural training as well as instruction in building work.

In girls' schools, industries tend to be rather restricted. Mat-making and domestic training have, however, been started at Hubli and a well-balanced domestic syllabus is in existence at St. Catherine's Home, Andheri.

There were difficulties in dealing with mentally defective children for want of adequate housing arrangements for such children. The Government has, however, made a grant of Rs. 12,000 for expenditure on mentally defective children at Umarkhadi and the Children's Aid Society are planning to establish a Mentally Defective Children's Home at Chembur.

CRIMINAL TRIBES

The year 1939-40 was eventful on account of the publication of the report of the Criminal Tribes Act Enquiry Committee. The Committee made important recommendations as regards the working of the Act, both inside and outside the settlements. As a result of these recommendations, six criminal tribes—Bagdis, Chhapparbands, Futgudis, Kammis, Katbus and Vanjaris—were denotified and discharged from the settlements. Incidence of criminality among other tribes such as Berads, Bhils, Kolis, Lamanis, Waddars and Waghris, which have shown gradual improvement in recent years is being examined with a view to their being declared non-criminal if they are found fit. The recommendations of the Committee about the settlements, their size and location, organisation

of industries, development of *panchayat* system, improved arrangement for games and sports, liberalisation of the system of discharge from settlements, etc., are being implemented.

The settled population of the Criminal Tribes Settlements on March 31, 1940, was 6,315, against 7,440 in the preceding year, a fall of 1,125. The number of registered persons under the Act was 2,023. The population of the free colonies was 8,394, including 1,077 registered persons, against 7,676 of the previous year. During the year, 286 registered persons with their 743 dependents were released on probation to the free colonies, and 124 registered persons with 248 dependents were released on probation to live in the villages.

The general employment situation in most of the settlements was fairly satisfactory. Persons who could not be admitted to mills and factories were found other suitable work.

The policy of constructing decent huts for the settlers and probationers is progressing. A provision of Rs. 10,000 from Repayable Advance was made for the Sholapur Settlement for the construction of decent houses for the settlers.

Education in settlements is compulsory. Of the total population 6,315 in Settlements proper, 1,194 children attend the day schools and 177 attend night schools, the figures for free colonies being 1,463 and 229 respectively. Industrial training continues to be given and 119 lads were apprenticed to various trades, such as carpentry, masonry and agriculture. There were, in addition, 129 boys and 95 girls in the Settlement manual training classes.

Three hundred and thirty-one persons, of whom 21 were unregistered, from settlements were convicted in 309 cases, compared with 277 and 251 respectively of the previous year. From the free colonies, 47 persons, of whom 27 were unregistered, were convicted in 27 cases, against 42 and 20 of the previous year.

The Women's Home attached to the Hubli Settlement for troublesome and immoral women of all settlements again did well. The Children's Homes at Sholapur, Hubli and Baramati closed the year with 71 inmates.

The total net recurring expenditure on account of the settlements was Rs. 2·84 lakhs, against Rs. 2·76 lakhs in the previous year. The total non-recurring expenditure during the year was about Rs. 16,500.

CHAPTER IV

AGRICULTURE, WEATHER AND CROPS

FROM the agricultural standpoint, the year 1939–40 was fair over the greater part of Bombay Province but judged by crop results, it was less satisfactory than the preceding one. Prolonged breaks in the rains during the main crop growing period and an unduly early cessation of the monsoon were the outstanding features of the year. This check in the monsoon resulted in a serious set-back to *khariff* crops, which in many places were retarded in growth and development. But the opportune and welcome rain over almost the entire Province in the latter half of August and in the first fortnight of September relieved the situation appreciably. These rains also facilitated and expedited *rabi* sowings and promised a successful *rabi* season. Unfortunately the inadequacy and sporadic nature of later rains, combined with other adverse factors such as the prevalence of dry easterly winds, occasional cloudy weather conditions and increased incidence of insect pests and plant diseases, falsified those hopes and resulted in a reduction of *rabi* crop outturns in most areas.

Gross and Net Cropped Areas.—There was a decrease in both the gross and net cropped areas. The gross cropped area declined by 326,623 acres, from 29,740,000 acres in 1938–39 to 29,414,000 acres in 1939–40 and the net cropped area by 239,000 acres, from 28,779,000 in 1938–39 to 28,540,000 in 1939–40. The divisions of Gujarat, the Deccan and Konkan contributed most to this decrease.

Twice Cropped Area.—This also showed a decrease of 87,000 acres, from 961,000 acres in 1938–39 to 874,000 in 1939–40. The decrease was mainly shared by Gujarat and the Deccan.

Temporary Cultivation in Forest Lands and other cultivated land excluding current Fallows.—About 141,000 acres of forest lands and 103,000 acres of culturable waste or " other uncultivated land excluding current fallows " were given out for temporary cultivation, mainly in the Deccan and Konkan.

Cultivated and Uncultivated Area

(Area in thousands of acres)

Details		1938-39	1939-40
Cultivated Area		Acres	Acres
Gross cropped area		20,740	29,414
Area cropped more than once		− 961	− 874
Net area cropped		28,779	28,540
Current fallows		+ 4,995	+ 5,232
Total, Cultivated Area		33,774	33,772
Uncultivated Area			
Available for cultivation (other uncultivated land excluding current fallows).		913	951
Not available for cultivation	Forest	8,321	8,331
	Others	5,713	5,665
Total, Uncultivated Area		14,947	14,947
Total Area		48,721	48,719

NATURE OF THE CROPS

Food Crops.—The area under food crops, i.e. cereals, pulses, sugarcane and fruits and vegetables, declined by 1·3 per cent. below that of the previous year but showed an increase by 1·5 per cent. over the average of the last ten years. There was an appreciable increase in the area under *jowar* and *bajri* in Gujarat and the Deccan, but in the Karnatak the area under *bajri* fell by 223,000 acres, while under *jowar* there was an increase of 62,000 acres. The area under rice and wheat fell by 155,000 and 175,000 acres or 7·7 per cent. and 9·4 per cent. respectively, compared with the previous year. The area under gram also declined by 13·1 per cent. while sugarcane showed an appreciable increase by 31·6 per cent.

Non-food Crops.—The area under non-food crops, which include cotton, tobacco and oil seeds, showed a slight decrease of 0·5 per cent. compared with last year but an increase of 0·1 per cent., compared with the average of the preceding ten years. Though there was a slight decrease in the area as a whole, the area under tobacco showed an increase of 18·1 per cent. and 20·4 per cent. respectively over the previous year and

the decennial average. The area under cotton rose by 0·6 per cent., compared with last year but was 6·5 per cent. below the decennial average. The area under oil seeds advanced by 0·6 per cent. and 38·8 per cent. respectively on the figures of the previous year and the decennial average.

Cropped Area

(Area in thousands of acres)

Crops	1938-39	1939-40
Food Crops	Acres	Acres
(*a*) Cereals and Pulses—		
Jowar	7,728	8,042
Bajri	4,253	4,258
Rice	2,015	1,860
Wheat	1,861	1,686
Gram	595	517
Others	3,827	3,588
Total, Cereals and Pulses ..	20,279	19,951
(*b*) Sugarcane	76	100
(*c*) Other food crops*	434	459
Total, Food Crops ..	20,789	20,510
Non-food Crops		
(*a*) Tobacco	155	183
(*b*) Oil-seeds	2,492	2,507
(*c*) Cotton	3,699	3,722
(*d*) Other non-food crops†	2,605	2,492
Total, Non-food Crops ..	8,951	8,904
Total, Crops ..	29,740	29,414

* These include "Condiments and Spices", "Fruits and Vegetables" and "Miscellaneous Food Crops".

† These include "Dyes", "Drugs and Narcotics" (excluding Tobacco, which has been separately noted), "Fodder" and "Miscellaneous Non-food Crops".

The variations under principal crops are explained below.

Jowar and Bajri.—The following table compares the extent of variations in area under these staple crops in the different divisions of the Province :—

(Area in thousands of acres)

Divisions	Jowar									Bajri		
	Average*			1938–39			1939–40			Average*	1938–39	1939–40
	Kharif	Rabi	Total	Kharif	Rabi	Total	Kharif	Rabi	Total			
	Acres	Acres	Acres	Acres	Acres	Acres	Acres	Acres	Acres	Acres	Acres	Acres
Gujarat	471	155	626	470	191	661	669	153	823	323	346	413
Deccan	859	4,154	5,013	831	3,891	4,772	907	3,903	4,810	2,963	3,159	3,321
Karnatak	1,076	1,390	2,466	1,240	1,105	2,345	1,011	1,397	2,408	403	748	524
Total ..	2,406	5,699	8,105	2,541	5,187	7,728	2,587	5,453	8,041	3,689	4,253	4,258

* Average of ten years 1928-29 to 1937-38.

It will be seen from the above table that there was an increase of 312,000 and 5,000 acres, or 4·1 and 0·1 per cent., respectively in the area under *jowar* and *bajri*, but compared with the decennial average, *jowar* showed a decline of 65,000 acres or 0·8 per cent., while the area under *bajri* rose by 569,000 acres or 15·4 per cent. There was a general increase in area under *jowar* in the Province. In the case of *bajri*, the increase was noticeable only in Gujarat and the Deccan, while in Karnatak the area fell by 223,000 acres for want of timely rain.

Rice.—The area under this crop decreased by 155,000 acres i.e. from 2,015,000 acres in 1938–39 to 1,860,000 acres or by 7·7 per cent. during the year under review. The decrease was most noticeable in Gujarat.

Wheat.—The area under wheat decreased by 175,000 acres or 9·4 per cent., compared with previous year. The decrease was shared by almost all the districts in the Province.

Oil-seeds.—The area under oilseeds rose by 15,000 acres or 0·6 per cent. over the previous year and by 701,000 acres or 38·8 per cent. on the decennial average. The area under groundnut crop showed an increase of 80,000 acres.

Cotton.—The area under cotton showed a slight increase of 23,000 acres or 0·6 per cent. from 3,699,000 acres in 1938–39 to 3,722,000 in the year under report. The increase was marked in Gujarat and the Karnatak.

Sugarcane.—The area under this crop expanded by 24,000 acres or 31·6 per cent., from 76,000 acres in 1938–39 to 100,000 in the year under report. The increase was general throughout the Province.

Tobacco.—The acreage under tobacco showed an increase of 28,000 acres or 18·1 per cent., from 155,000 acres in 1938–39 to 183,000 acres in the year under report. The increase was most marked in Gujarat and the Deccan.

Fruit and Vegetables.—The area under these crops showed a small rise of 3,000 acres compared with the previous year. The increase was chiefly in Gujarat and the Karnatak.

Irrigated Area

This showed a slight expansion of 68,000 acres or 5·9 per cent., compared with the previous year, from 1,147,000 acres in 1938–39 to 1,215,000 acres in the year under report. The increase was chiefly noticeable in Gujarat (+ 22,000 acres), the Deccan and Karnatak (+ 33,000 and + 47,000 acres respectively).

Irrigated Area

(Area in thousands of acres)

Details	1938–39	1939–40
Area irrigated	Acres	Acres
Irrigated from Government canals	245	283
Irrigated from private canals	87	78
Irrigated from wells	689	721
Irrigated from tanks	105	108
Irrigated from other sources	21	25
Total—Area irrigated ..	1,147	1,215

Details	1938-39	1939-40
Crops irrigated	Acres	Acres
Rice	172	204
Wheat	202	203
Barley	11	12
Jowar	258	278
Bajri	72	81
Maize	23	23
Other cereals and pulses	104	82
Sugarcane	75	99
Other food crops	183	191
Cotton	35	41
Other non-food crops	212	194
Total—Crops irrigated ..	1,347	1,408

Note.—The difference in totals of area irrigated and crops irrigated is due to the inclusion in the latter of the area cropped more than once.

Outturn of Crops.—The following table compares the acreage under food-grain crops (cereals and pulses) in each division of the Province and their approximate outturn in tons during the year under report with similar statistics for the two preceding years :—

Division	Area in thousands of acres			Outturn in thousands of tons		
	1937-38	1938-39	1939-40	1937-38	1938-39	1939-40
	Acres	Acres	Acres	Tons	Tons	Tons
Gujarat	2,453	2,490	2,324	692	608	417
Deccan	11,246	11,202	11,296	1,748	1,800	1,698
Karnatak	4,867	4,973	4,726	631	859	834
Konkan	1,615	1,614	1,605	678	632	541
Total ..	20,181	20,279	19,951	3,749	3,899	3,490

Condition of the Agricultural Population.—As already stated, the season was fair over most of the Province though rather disappointing in the northern areas of Gujarat and the eastern regions of the South Deccan and Karnatak. The unsatisfactory nature of the season is reflected in the considerable drop in the estimated outturn of food grains. Due to this and the effects of the war, the prices of agricultural produce at principal centres in the Province exhibited an appreciable improvement over last year.

The condition of cattle was generally satisfactory. Although rinderpest and foot and mouth diseases appeared as usual in some districts, they did not assume such a serious aspect as to interfere with the normal progress of agricultural operations. Wages of agricultural labour remained generally the same as in the previous year.

DEPARTMENT OF AGRICULTURE

Scientific research work towards a higher standard in the methods and material of agricultural practice in the Province is the most important function of the Agricultural Department. During the year considerable progress was made both in the expansion of research work already in progress and in the initiation of new schemes for scientific investigation into important agricultural problems.

Sugarcane Research Station, Bombay Deccan, Padegaon.—Work here is very comprehensive and embraces scientific investigation into all aspects of sugarcane cultivation in the Bombay Deccan. In the soil physics section, the work of genetic soil survey of the areas in the six major canal systems in the Bombay Deccan is now in its final stage. Considerable progress has been achieved in the classification of "degraded" or alkali soils and in testing their suitability for perennial irrigation. In the crop physiology section, critical and statistical study of the mass of data of meteorological factors and their correlation with plant growth have been maintained since the opening of the Research Station. Work on the study of the inter-relationships of irrigation and manuring has confirmed previous findings and new systems of irrigation technique are under investigation. Bio-chemical research in the mineral nutrition of the cane crop is in progress to elucidate factors upon which manuring for higher tonnage and better sucrose content must be based. The agricultural management section continued its investigations into irrigation and manurial techniques of cane growing.

Dry Farming Research Station, Sholapur and Bijapur.—The year under report is the seventh year of the working of this scheme of scientific research into the problems of crop production in scarcity or famine areas of the Bombay Deccan. Soil investigations were continued at the Sholapur centre and the results obtained in soil moisture determinations throughout the season emphasised the inadequacy of the rainfall obtained for normal crop production. Even under the improved dry-farming methods, very poor yields of grain were obtained from the *jowar* crop, which in cultivators' fields was a complete failure. The yield of straw per acre was doubled in the areas cultivated under the improved system in comparison with the local methods of tillage.

At Bijapur, where the rainfall was satisfactory and well distributed, the yields of *jowar* grain under the system of cultivation evolved at the Research Station were double those obtained by local cultivators. A similar increase was noted in the yield of *kadbi*. Physiological studies of the *jowar* plant were continued at both stations and work was also done to determine the water requirements of the *jowar* and *bajri* crops. The improved dry-farming system of cultivation was applied with considerable success to cotton as a rotation crop with *jowar*. The increase in yield over the local methods in the same area amounted to nearly 90 per cent.

Improvement of Crops.—In Gujarat, the work of cotton improvement is centred at Surat, Broach and Viramgam. The main object of the botanical research in progress is to obtain improved strains of cotton which, when extended in general cultivation, will give higher returns per acre to the cotton growers. In Khandesh, the work is centred at Jalgaon and is directed towards obtaining high-yielding wilt-resistant strains superior to the improved variety, Jarila, which represents the main achievement of past botanical research work on cotton in this district. In the Southern Maratha country, at Dharwar, the work is directed towards the improvement of the Kumpta and Dharwar-American cotton crops, particular attention being given to increased yield, better quality and wilt resistance. At all Government Farms in the Province where cotton cultivation is carried on, agronomic experiments on the technique of cotton tillage, manuring and rotations were continued in accordance with carefully considered experimental programmes.

Scientific research work on the improvement of the rice crop in the Bombay Province is being carried on at various

centres, notably at Karjat for the rices of the Kolaba and Thana districts, at Mugad for the rices of the Southern Maratha country and Kumpta and Ratnagiri for the rice crops of the Konkan. The previous work of botanical selection in the early and mid-late Konkan varieties was carried a stage further. At the Mugad Rice Breeding Station in Dharwar district, improved strains of rice were again tested in replicated field experiments. At the Government Farm, Kumpta, field trials of improved rice varieties in comparison with local types were continued. In early, mid-late and late varieties, higher-yielding strains suitable for extension in the Konkan tracts have now been obtained and will receive further testing in the districts.

Wheat breeding work is concentrated at the Cereal Breeding Station, Niphad. During the year the improved cross, B. G. 8–1, was tested again against other improved strains and the local variety and was also tried out in cultivators' fields in the districts. It maintained its high yielding character but further field trials are necessary in other wheat-growing tracts before it can be released for general distribution.

The main centres of scientific work on the improvement of the tobacco crop in the Province are Nadiad, for the tobacco crops of Gujarat, and Nipani, for the crops of the Southern Maratha country. The main lines of work at these stations are (*a*) selection and breeding of high-yielding and superior quality strains from local varieties, (*b*) improvement of yield and quality by cultural, manurial and rotational methods, (*c*) multiplication of seed of improved types of tobacco, and (*d*) research work on the selection, cultivation and curing of cigarette tobacco varieties. Similarly, research work is in progress in respect of other crops such as linseed, castor seed, grams and grazing and fodder crops.

Livestock.—Livestock research work on cattle improvement is centred mainly at two Government Cattle Farms—at Chharodi for the Kankrej breed and at Bankapur for the Amrit Mahal breed. At Chharodi the breeding policy aims at the development within the herd of the important characteristics of early maturity, regularity of calving and adherence to type. At Bankapur the herd of Amrit Mahal cattle has now reached a high degree of uniformity in the important characteristics of the breed. Much impetus has been given to the improvement of livestock in the Province by His Excellency the Viceroy's "Gift Bull Scheme". Since the commencement of work under the scheme, 296 bulls have been located in villages. Of

these, 25 have died and 83 have completed the service period, leaving 188 still at stand in different villages. Considerable progress was also made in sheep breeding and poultry and in scientific investigation regarding cold storage research work and agricultural engineering.

Agricultural Education.—The Poona Agricultural College is the only institution in this Province devoted to higher agricultural education in addition to scientific research work and the supply of expert advice to agriculturists on agricultural problems. During the year 191 students attended the college in the first term and 198 in the second term. Steps were taken to intensify the practical training in agriculture given to students in the new B.Sc. (Agri.) course. The Marathi Agricultural School at Dhulia and the Kannada Agricultural School at Devi-Hosur continued to be under the control of the Department. Special classes were also organised in poultry-farming, bee-keeping, horticulture, field-bunding and anti-erosion measures and in the management and care of oil engines.

Finance.—The expenditure of the Agricultural Department during the year was Rs. 9·81 lakhs, against Rs. 12·54 lakhs in the preceding year. The receipts amounted to Rs. 2·28 lakhs, compared with Rs. 2·29 lakhs in the previous year. Subsidies and grants were received from the Imperial Council of Agricultural Research, the Indian Central Cotton Committee and the Sir Sassoon David Trust Fund.

RURAL DEVELOPMENT

The Rural Development Department came into existence from April 1, 1939, and the agricultural propaganda work hitherto done by the Agricultural Department was transferred to the Rural Development Department. The Provincial Rural Development Board consisting of officials and non-officials was created during the year. The formation of the Provincial Board is to advise on general principles and policy regarding rural development.

The total number of various demonstrations carried out in the different divisions exceeded 3,000. They were in respect of varieties of crops, manurial treatment of crops, working of implements, control of pests and diseases, control of erosion of soil, horticultural operations, etc.

Seed Supply.—Supply of new and improved varieties of seed is one of the major services which the Department is rendering

to agriculture. Pure improved seed, other than cotton, is obtained from Government farms and is distributed to selected persons on conditions that their produce should be sold for seed purposes. The produce from seed growers has sometimes to be purchased and stocked by the Department. Finance for the stockage of seed is provided from village improvement grants for wheat in Khandesh and paddy in the Karnatak. There are, in addition, several seed distribution schemes for improved varieties of cotton which are partly or wholly financed from the funds of the Indian Central Cotton Committee.

Crop Protection.—The propaganda staff continued their efforts with regard to control measures against insect pests and diseases of crops. In cases where individual efforts failed to show appreciable abatement of the damage wrought, organised campaigns were conducted. The distribution of insecticides and fungicides and necessary appliances for their use was resorted to on an extensive scale. In the Kanara District an intensive campaign against *koleroga*, a disease of the betel-nut, is in progress.

Protection from wild animals is a special branch of activity carried out by the Shikar Officer and his assistants. The work is carried out mainly through the Gun Club movement, which is becoming increasingly popular.

Agricultural Marketing.—With a view to organising co-operative marketing in the Province, the post of a Chief Marketing Officer was created. This officer will keep himself in touch with the Bombay market and be a liaison officer between the marketing organisations, traders, and consumers in Bombay and the co-operative sale and the multi-purpose societies in rural areas. The work in connection with all-India agricultural produce marketing was transferred to the Chief Marketing Officer. Surveys were carried out on the marketing of sugar, *gul*, mango, apples and cashewnuts. With a view to organising a new market and co-operative sale of vegetables, a brief survey was carried out on the marketing of vegetables produced round about Poona. Attempts were also made to collect preliminary information regarding marketing of betel-nuts, betel-leaves, vegetables, turmeric and chillies. Detailed data on the prices of cotton were collected and submitted to the Central Marketing Staff. Development work was mainly directed towards the preparation of proposals, etc., for the fixation of standard grades, grading experiments, regulation of markets, publicity work and price intelligence service. The Agricultural Produce Markets Act was enacted to facilitate the

organisation of new regulated markets in the districts. The seven existing regulated cotton markets worked well.

Grain Depots.—Reports were received that the proposed introduction of Debt Relief legislation had dried up the credit of agriculturists in certain backward areas, and they were, therefore, put to considerable inconvenience. As transactions of agriculturists are usually in kind and grain depôts run by the Revenue Department in the Thana district were markedly successful in meeting the requirements of the agriculturists, the organisation of grain depôts, particularly in rice tracts and forest and other areas inhabited by backward classes, was pushed ahead. The facilities afforded by grain depôts are such as to help the needy agriculturists to avoid the usurious practices cf *sawkars* and at the same time enable them to obtain the required quantity of grain at a comparatively cheap rate of interest. As a result of the departmental propaganda, 171 depôts, covering 1,005 villages, in the various districts were established. Recoveries of grain advanced by these depôts have been satisfactory and several of the depôts are likely to form the nuclei for the introduction of rural development activities.

ADVANCES TO CULTIVATORS

Northern Division.—During the year ended September 30, 1940, the amount advanced as *tagai* totalled Rs. 1·62 lakhs, against Rs. 2·69 lakhs in the previous year. The year opened with an outstanding balance of Rs. 28·52 lakhs. The total demand was Rs. 9·17 lakhs, of which Rs. 3·64 lakhs were collected, Rs. 2·93 lakhs suspended and Rs. 2,797 written off. The unauthorised balance was Rs. 2·57 lakhs, Ahmedabad district alone being responsible for Rs. 2·49 lakhs. In Ahmedabad district the unauthorised arrears were mostly in Viramgaum, Daskroi and Dhandhuka talukas and Sanand mahal. During the year nearly 40 per cent. of the demand was collected, against 34 per cent. in the previous year, although scarcity conditions prevailed in Viramgam and Dhandhuka talukas.

Central Division.—The total amount advanced was Rs. 2·50 lakhs, against Rs. 2·02 lakhs in the preceding year. The increase was mainly due to the unsatisfactory condition of the agricultural season in the districts of Ahmednagar, West Khandesh and Sholapur. The year opened with an outstanding balance of Rs. 13·17 lakhs. The total demand

was Rs. 5·65 lakhs, of which Rs. 3·55 lakhs were recovered, about Rs. 86,700 suspended and Rs. 17,800 written off. The unauthorised arrears amounted to Rs. 1·05 lakhs, the Ahmednagar district alone being responsible for over Rs. 89,000.

Southern Division.—During the year Rs. 2·48 lakhs were advanced as *tagai*, against Rs. 3·71 lakhs in the preceding year. The outstanding balance was Rs. 22·96 lakhs, of which Rs. 5·97 lakhs were collected, about Rs. 26,500 suspended and about Rs. 1,900 written off. The unauthorised arrears amounted to Rs. 4·09 lakhs. The unauthorised arrears are again the heaviest in Bijapur, being Rs. 2·65 lakhs. These are chiefly the accumulated debt of previous years. In addition advances were granted for the eradication of *hariyali* by tractor-ploughing, for the spraying of betel-nut to combat *koleroga* disease and improvement of garden lands.

NOTE ON THE WEATHER

The period—April and May 1939.—Weather in April was dry in Gujarat, but scattered and intermittent thunder showers occurred in the Konkan and the Bombay Deccan. Consequently there was a deficiency in the rainfall of the Province. There was no rain in Gujarat during April and May. Rainfall in the Konkan was in slight defect in April and in large defect in May; in the Bombay Deccan it was in moderate defect in April and in large defect in May. Humidity was in defect in Gujarat in April and in the Bombay Deccan in May. Both the maximum and minimum temperatures were generally normal.

The monsoon period—June to September.—The Arabian Sea monsoon appeared on the west coast of the Peninsula on June 5. By the second week it became established there and in the Bombay Deccan. In the third week it was vigorous in the Bombay Deccan, but weak in the Konkan, although widespread rainfall was of almost daily occurrence. During the rest of the month the monsoon was fairly active in the Konkan and the Bombay Deccan.

The monsoon extended into Gujarat on July 3 and in the first fortnight of the month it was strong over most of the Province. There was widespread heavy rainfall in the Konkan. In the first few days of the second fortnight while the Bombay Deccan received more than its normal share of rainfall, there was a deficiency of rainfall in the Konkan and Gujarat. In the

last ten days of the month the monsoon was very weak, except in the Konkan.

The two fortnights of August were a striking contrast to each other, the first being characterised by a very weak and the second by a vigorous monsoon.

The Arabian Sea branch of the monsoon, which had weakened after July 20, continued to be feeble during the first fortnight of August, its activity being mainly confined to the Kanara coast. But there was a general strengthening of the monsoon at the beginning of the third week. The north Bombay Deccan had widespread moderate to heavy rain. Rainfall was generally moderate but fairly widespread in east Gujarat. Shortly afterwards the monsoon was strong to vigorous in the north Bombay Deccan, east Gujarat and the Konkan.

The following table gives the actual rainfall and its percentage departure from normal in each of the sub-divisions for the whole season :—

Sub-division	Season June to September	
	Actual	Departure per cent.
Gujarat	20·78	−32
Konkan	93·39	− 7
Bombay Deccan	23·60	− 1

Taking the season as a whole, the rainfall was normal in the Konkan and the Bombay Deccan and in moderate defect in Gujarat. Cloud amount was normal during the season, except in Gujarat in June and September, when it was in excess. Humidity was normal during this period. Both the maximum and the minimum temperatures were normal.

The retreating monsoon period—October to December 1939.—Scattered thunder showers occurred between October 1 and 4. Rainfall was fairly widespread in the Bombay Deccan and the Konkan. Weather was mainly dry during December except for scattered showers in the Khandesh and the Nasik districts. Rainfall in October was in slight defect in the Bombay Deccan, in moderate defect in the Konkan and in large defect in Gujarat. In November it was normal in the Konkan, in slight excess in the Bombay Deccan and in moderate defect in Gujarat. In December no rain fell in Gujarat and the

Konkan while in the Bombay Deccan it was in large defect. Cloud amount was normal or in excess. Humidity was normal or in defect. The maximum temperature was above normal in December in Gujarat, while the minimum was below normal in November and December in the Bombay Deccan.

The period—January to March.—Rainfall in January was associated with secondary disturbances. North Gujarat had local thunder showers and the Konkan a few showers while fairly widespread showers again occurred in Gujarat. Weather in February was mainly dry, except for local rain in the southernmost districts. In March, a secondary western disturbance gave local thunder showers in Gujarat, Khandesh and the Konkan. The rainfall of the period was in large excess in Gujarat and the Konkan, and in moderate to large defect in the Bombay Deccan. Cloud amount was normal or in excess. Humidity was normal. The maximum temperature was normal or in defect, while the minimum temperature was normal or in excess except in the Bombay Deccan. Taking the year as a whole, the rainfall was normal in the Konkan and the Bombay Deccan and in moderate defect in Gujarat.

PRICES

RETAIL PRICES

The average retail prices of foodstuffs were on the whole slightly higher during 1939-40 than in the previous year. Among food grains, rice, *jowar*, *bajri* and gram recorded a rise, while *turdal* showed a downward tendency. Among other foodstuffs, refined sugar, raw sugar (*gul*), potatoes, onions and cocoanut oil registered increases. The prices moved within narrow limits till August, 1939, but owing to the outbreak of war in Europe, there was a general rise in prices in September and with a view to put a stop to profiteering by the merchants the Government of Bombay issued on September 9, 1939, the Bombay Regulation and Control of Prices Order under rule 81 of the Defence of India Rules. According to this order, the Government fixed the price in the case of certain essential commodities such as grains, flour, meat, grocery, and oils. Cheap grain shops were started in many places. These measures had a salutary effect in checking the rise in prices. The rise in prices of agricultural produce was accompanied by an increase in

prices of other articles and consequently there was no improvement in the economic condition of the agriculturists.

Northern Division.—Almost all the districts in this division reported a rise in the prices of all the six important food grains excepting *turdal*, and also in sugar and *gul*. Potatoes and cocoanut oil were dearer in the majority of the districts. It was reported from Broach and Panch Mahals that the high prices of food grains during the commencement of the season and a rise in the price of cotton, the chief money crop of the district, benefited the agriculturists and their economic condition, on the whole, was quite satisfactory. The rise in the prices of food grains at Surat was reported to be partly due to shortage of rainfall. The rice crop in Thana was reported to be about 8 annas on the average on account of scarcity of rains and the condition of the agriculturists residing in the jungle areas was not satisfactory.

Central Division.—The prices of *jowar*, *bajri*, gram, sugar and *gul* were higher in all the districts in this division. Rice, wheat, salt, *ghee*, potatoes and cocoanut oil were dearer and *turdal*, beef, mutton and onions were cheaper in the majority of the districts. It was reported from Ahmednagar that the rise in the prices of staple food grains was mainly due to the extensive exports in the last season to meet the demands of the other parts of the Province where scarcity conditions prevailed, particularly Gujarat. Similarly, the rise in the prices of foodstuffs in the West Khandesh district was partially due to scarcity conditions in some parts of Kathiawar. Cheap grain shops were opened in Sakri, Nawapur and other talukas in the district. The high prices of cotton and groundnuts were very welcome to the cultivators and landowners in the East Khandesh district but the rise in the price of cooking oil caused some hardship to the working classes. The steady rise in prices in Bhimthadi and Indapur talukas and Dhond peta in the Poona district was partly due to unfavourable rains and failure of *rabi* season. In the Satara district a cheap grain shop was opened at Mhaswad by the local municipality. In Sholapur the export of *jowar*, the principal food grain of the district, was prohibited and this had a very salutary effect in checking the rise in its price.

Southern Division.—The prices of rice, gram, sugar and cocoanut oil were higher in all the districts in this division. *Jowar*, *bajri*, *gul*, potatoes and onions were dearer while wheat, *turdal*, tea and salt were cheaper in the majority of the districts. It was reported from Bijapur that the rise in prices in that

district was partly due to the scarcity conditions in the neighbouring district of Sholapur ; but the situation was efficiently met by the control of prices and by opening cheap grain shops. The price of *kadbi* was lower owing to good supply of the crop. In Dharwar, the fall in the price of wheat in some talukas was due to the better yield of the bumper crop of the year. In Kanara the prices of imported articles such as rice were higher while those of indigenous commodities such as betel-nut, cardamom, pepper etc. were lower on account of stoppage of steamer communications consequent upon the outbreak of the war. The price of cocoanuts rose by about 25 per cent. in all the talukas. In Kolaba, the price of straw was Re. 1 to Rs. 2 per 100 bundles except at Roha, Panvel and Karjat where it was Rs. 2-4-0 to Rs. 3.

The following table gives the index numbers of retail prices of six food grains and 11 other food articles in each of the divisions in the Province for the years 1938–39 and 1939–40 :—

Unweighted index numbers of retail prices of seventeen food articles in each of the Divisions in the Bombay Province for the years 1938–39 *and* 1939–40 *with the average prices during* 1926–27=100

(*Note.*—The prices used in compiling the index numbers are those given in the *Bombay Government Gazette* and are for the grades most commonly used by persons of the clerical class in receipt of not more than Rs. 50 per mensem.)

Articles	Index numbers for							
	Northern Division		Central Division		Southern Division		Bombay City	
	1938-39	1939-40	1938-39	1939-40	1938-39	1939-40	1938-39	1939-40
Rice ..	57	63	58	59	57	61	62	69
Wheat ..	52	58	55	57	65	54	56	57
Jowari ..	51	59	56	69	57	58	60	67
Bajri ..	58	64	56	66	48	53	58	65
Gram ..	62	76	65	80	71	82	60	74
Turdal ..	64	65	68	64	74	71	71	67
Sugar (refined) ..	77	98	76	93	75	93	98	115
Sugar (raw) ..	64	84	71	85	71	81	67	83
Tea ..	52	53	58	57	49	48	69	69
Salt ..	108	106	101	107	111	113	84	94
Beef ..	85	81	75	69	80	80	51	60
Mutton ..	71	69	75	72	73	71	73	87
Milk ..	63	65	66	65	61	58	65	60
Ghee ..	69	69	59	60	55	56	67	70
Potatoes ..	58	62	49	58	56	59	64	66
Onions ..	45	54	35	36	39	40	45	43
Cocoanut oil ..	50	54	47	48	48	54	47	49

Working Class Cost of Living.—The Bombay working class cost of living index number, with the average prices for the year ended June 1934 equated to 100, stood at 108, as against 105 in 1938–39. The Ahmedabad working class cost of living index number, with the average prices for the year ended July 1927 equal to 100, was 76, being five points higher than in 1938–39. The Sholapur working class cost of living index number, with the average prices for the year ended January 1928 equal to 100, was 76 as compared with 72 in 1938–39. The table below gives the index numbers of different groups included in the cost of living index numbers for Bombay, Ahmedabad and Sholapur :—

Working class cost of living index numbers for Bombay, Ahmedabad and Sholapur by Groups

Groups	Bombay (Average prices from July 1933 to June 1934 = 100)		Ahmedabad (Average prices from August 1926 to July 1927 = 100)		Sholapur (Average prices from February 1927 to January 1928 = 100)	
	1938–39	1939–40	1938–39	1939–40	1938–39	1939–40
Food	112	117	60	68	65	72
Fuel and lighting ..	105	99	78	78	92	88
Clothing	85	88	71	75	63	67
House-rent	100	100	107	107	107	107
Miscellaneous ..	96	97	100	100	71	74
Cost of living ..	105	108	71	76	72	76

Wholesale Prices.—During 1939–40, the wholesale prices index number for Bombay City, on base July 1914 equal to 100, stood at 115, being 15 points higher than in the previous year. The all-food index number rose by 14 points to 116 and the non-foods index by 16 points to 115. All the groups included in the index recorded a rise, the most noticeable increases being a rise of 56 points in metals, 18 points each in raw cotton and sugar, 16 points in pulses and 15 points

in cereals. The variations in the index numbers of the different groups included in the Bombay wholesale prices index number are set out in the following table :—

Group index numbers of wholesale prices in Bombay City (July 1914=100)

Groups	Annual average for 1938–39	Annual average for 1939–40	Increase (+) or decrease (—) in points in 1939–40 over or below 1938-39
Cereals	80	95	+15
Pulses	83	99	+16
Sugar	125	143	+18
Other food	151	158	+ 7
All food	102	116	+14
Oilseeds	94	100	+ 6
Cotton, raw	64	82	+18
Cotton Manufactures	94	98	+ 4
Other textiles	80	82	+ 2
Hides and Skins	99	99	....
Metals	130	186	+56
Other raw and manufactured articles	123	125	+ 2
All non-foods	99	115	+16
All articles	100	115	+15

In Broach, the price of raw cotton with seed ranged from Rs. 85 to Rs. 150 per *bhar*, against Rs. 72 to Rs. 90 in the preceding year. At Surat, the price of clean cotton per Indian maund was Rs. 22–10–8 compared with Rs. 18–13–4 in 1938–39. In Kolaba, the price of paddy recorded a slight rise as compared with the previous year. Coarse paddy was sold at Rs. 35 to Rs. 50 per *khandy* and Kolamba paddy at Rs. 40 to Rs. 55 per khandy throughout the district except at Alibag and Panvel.

MOFUSSIL LABOUR AND WAGES

The statistics of agricultural and mofussil non-factory wages remained more or less stationary during the year 1939. The weighted average rates of wages in the urban areas for unskilled and field labour were the same as in the previous year but those of skilled labour showed a fall of 4 per cent. In the case of the rural areas the average rate for unskilled labour remained steady while the rates for skilled and field labour registered increases of one and two per cent. respectively.

In the Northern Division the rates of skilled and unskilled labour remained steady in the rural areas but decreased in the urban areas. The rates of field labour also declined in the urban areas, but in the rural areas they increased by 2 per cent. The average wages in the Central Division for all kinds of labour except unskilled labour in the urban areas and skilled labour in the rural areas showed decreases ranging from 2 to 10 per cent. In the Southern Division there was a general increase in the rates of all types of labour, except unskilled labour in the urban areas, varying from 3 to 11 per cent. The average rates of wages according to economic circles were 12 per cent. higher in the rural areas for skilled workers in the Konkan Circle but 7 per cent. lower in the urban areas both for field labour in the Gujarat Circle and skilled labour in the Deccan Circle.

The following table gives the index numbers of average daily rates of wages of all classes of labour in 1939 as compared with the previous year :—

Index numbers of average daily rates of wages in 1939
(With 1938 wages as 100)

Divisions	Field labour		Unskilled labour		Skilled labour	
	Urban Areas	Rural Areas	Urban Areas	Rural Areas	Urban Areas	Rural Areas
Political Divisions—						
Northern Division ..	96	102	99	100	98	100
Central Division ..	98	94	103	96	90	101
Southern Division ..	111	109	97	105	103	104
Economic Circles—						
Gujarat Circle ..	93	102	98	100	98	99
Deccan Circle ..	105	100	101	100	93	101
Konkan Circle ..	102	101	98	100	100	112
Province ..	100	102	100	100	96	101

Agricultural Labour.—The weighted average daily rates of wages of field (agricultural) labour in the Province as a whole remained stationary at Re. 0-5-5 in the urban areas, but in the rural areas they increased from Re. 0-4-6 in 1938 to Re. 0-4-7 in 1939. The most marked changes in wage rates occurred in the Southern Division, the average wage increasing by 6 pies to Re. 0-4-11 in the urban areas and by 4 pies to Re. 0-4-3 in the rural areas. Wage rates declined in the urban areas in both the Northern and Central Divisions by 3 pies and one pie respectively. Rural wage rates declined by 3 pies in the Central Division but increased by one pie in the Northern Division.

Reports from the districts in the Northern Division indicate that there were no appreciable changes in the rates of wages of field workers. Unskilled labourers such as *Kunbis*, *Kathodis*, *Warlis* and *Mahars* in the Thana district work in the fields in the monsoon and are employed in the fair season on railways, in rice mills, match factories, bone mills, etc. Upcountry labourers coming to Bhiwandi taluka during the cultivating season were generally paid at the rate of six annas per day. It was reported, however, that the condition of daily wage earners in this district had deteriorated owing to the rise in the prices of food grains. Although due to scarcity conditions the rates for agricultural labour in the eastern talukas of the Panch Mahals sub-division were depressed a little, sufficient employment for agricultural labourers was available. In Ankleswar taluka 600 labourers coming from Kathiawar were employed in picking cotton and harvesting wheat.

In the Central Division, in the Ex-Khandala mahal villages in Koregaon and Wai talukas in the Satara district sufficient work for field labour was not available, owing to the failure of crops for want of sufficient rain, and test works were opened by the District Local Board and the Public Works Department from April 1940. Some of the workers from the hilly parts of Javli, Wai, Satara and Patan talukas migrated to cities in search of work. Owing to lack of demand for labour, the rates of wages in the Sholapur district were reported to be lower than in the previous year. The rates of wages of field labour in the Nasik district remained more or less the same.

In the Southern Division, ample employment was provided to field workers in the Bijapur district owing to the timely and good rainfall. But, although there was adequate employment in this district, no improvement in wages was reported. Field

labour was equal to the demand in the Dharwar district and the rates of wages were steady. Variations in the wage rates for field workers were reported from some talukas in the Kanara district. In Sirsi and Siddapur talukas labour was supplied by the coastal talukas of the Kanara district and Kundapur taluka of the South Kanara district. In Alibag taluka of the Kolaba district, the rates of field labour increased a little owing to the rise in the prices of food grains. In Karjat taluka the rates of field labour rose in the transplanting season. The variations in the rates of wages in the Ratnagiri district were small.

The following table gives the average daily rates of wages of agricultural labour in the urban and rural areas by Divisions and Economic Circles and also for the whole Province for the years 1913, 1938 and 1939 :—

Average daily rates of wages of Agricultural (Field) Labour

Divisions	Daily average wages in					
	1913		1938		1939	
	Urban Areas	Rural Areas	Urban Areas	Rural Areas	Urban Areas	Rural Areas
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
Political Divisions—						
Northern Division ..	0 4 9	0 3 9	0 6 7	0 5 5	0 6 4	0 5 6
Central Division ..	0 5 0	0 4 3	0 5 3	0 4 4	0 5 2	0 4 1
Southern Division ..	0 4 0	0 4 0	0 4 5	0 3 11	0 4 11	0 4 3
Economic Circles—						
Gujarat Circle ..	0 4 6	0 3 9	0 6 3	0 5 3	0 5 10	0 5 4
Deccan Circle ..	0 4 6	0 4 0	0 4 8	0 3 11	0 4 11	0 3 11
Konkan Circle ..	0 5 3	0 4 6	0 6 10	0 5 9	0 7 0	0 5 10
Province	0 4 9	0 4 0	0 5 5	0 4 6	0 5 5	0 4 7

Unskilled (Ordinary) Labour.—The weighted average daily rates of wages of unskilled workers in the Province as a whole in 1939 were the same as during the preceding year. The average rate in the urban areas in the Northern Division fell by one pie to Re. 0–8–5 while the rate in the rural areas remained the same. In the Central Division the average rate rose by 2 pies

in the urban areas but fell by the same amount in the rural areas. There was a fall of 2 pies in the rate in the urban areas of the Southern Division but an increase of 3 pies was registered in the rural areas of that Division.

In the Northern division the ginning factories in the Broach and Panch Mahals district gave employment to labourers hailing from the Kaira and Surat districts. *Kathodis* and *Warlis* from Shahapur, Vada and Murbad in the Thana district were employed by forest contractors in cutting timber and manufacturing coal. A good deal of employment was also provided by the match factories in Thana and Ambernath, the Raymond Woollen Mills at Thana, salt works at Bhayandar and also by railways. Owing to the proximity of Bombay City some labourers in Thana, Kalyan and Bassein towns were employed in the mills, factories and workshops in Bombay.

In the Central Division, railway workshops at Nandgaon and Manmad, cotton ginning and pressing factories in Malegaon, Nandgaon and Baglan talukas in the Nasik district, the sugar factory at Ravalgaon, *bidi* making at Sinnar and the Security Printing Press and the Government Central Distillery at Nasik Road also provided employment for a large number of labourers. *Kolis, Dhangars, Bhils, Mahars, Vadars* and *Mang Garudis* constitute the unskilled labour in the West Khandesh district. In the western part of Nandurbar taluka *Bhils* and *Konkanis* carted timber in their bullock carts to Nandurbar town for sale. While the timber trade in Taloda taluka was not brisk owing to general depression in prices, a good deal of traffic in timber was carried on in Nawapur mahal of this district. In the East Khandesh district there was the usual influx of labourers from the surrounding districts to work in the ginning and pressing factories. In Poona unskilled workers obtained employment at reasonable rates of wages mainly because the city is the seat of Government for six months in the year and also the headquarters of the Southern Command. Building activity in the city was not brisk during the year due to abnormal rise in prices of iron and other metals. Workers were absorbed in large numbers in the ammunition factory and arsenal at Kirkee, the Government workshops at Dapuri and other industrial concerns at Poona. In the mofussil, the G. I. P. Workshops at Lonavala and Dhond, the Tata Hydro-Electric Works at various places in Maval taluka and Mulshi peta and the Kalamb Sugar Factory in Indapur taluka also provided considerable employment for workers from the surrounding villages. The sugar factories in Malsiras taluka

of the Sholapur district gave employment to many workers of the surrounding areas.

The supply of unskilled labour was reported to be adequate in the Belgaum district of the Southern Division. Cotton ginning and pressing factories in the Bijapur district employed a limited number of coolies who were paid 3 to 6 annas per day as wages. The supply of labour in the Dharwar district was adequate and the condition of labourers was reported to be satisfactory. In the Kolaba district, the wage rates of unskilled labourers ranged from 6 to 8 annas. In the case of some talukas such high rates were due to the proximity of the areas to Bombay. In Roha taluka, the wages of unskilled labour were reported to have decreased owing to financial stress. Unskilled labour in the talukas above the Ghats in the Kanara district was reported to be dearer than that in the talukas below the Ghats as the former have to depend on imported labour from Goa, the bordering districts of Dharwar and Belgaum and also from Karwar and Ankola talukas.

The following table shows the average daily rates of wages of unskilled (ordinary) labour in the same way as for agricultural labour :—

Average daily rates of wages of Unskilled (Ordinary) Labour

Divisions	Daily average wages in					
	1913		1938		1939	
	Urban Areas	Rural Areas	Urban Areas	Rural Areas	Urban Areas	Rural Areas
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
Political Divisions—						
Northern Division ..	0 5 3	0 4 3	0 8 6	0 6 1	0 8 5	0 6 1
Central Division ..	0 5 9	0 4 6	0 6 0	0 4 6	0 6 2	0 4 4
Southern Division ..	0 5 9	0 4 9	0 6 6	0 4 11	0 6 4	0 5 2
Economic Circles—						
Gujarat Circle ..	0 5 3	0 4 0	0 8 8	0 6 1	0 8 6	0 6 1
Deccan Circle ..	0 5 9	0 4 6	0 6 1	0 4 4	0 6 2	0 4 4
Konkan Circle ..	0 6 3	0 5 3	0 7 3	0 6 0	0 7 1	0 6 0
Province	0 5 9	0 4 6	0 6 10	0 5 0	0 6 10	0 5 0

Skilled Labour.—As compared with 1938, the average daily rates of wages of skilled workers in the Province in 1939 registered a decrease of 10 pies in the urban areas and an increase of 2 pies in the rural areas.

In the Northern Division the average rate in the rural areas remained stationary as compared with the previous year but fell by 7 pies in the urban areas. Wages of skilled labour in the Kaira district ranged from Rs. 1–2–0 to Rs. 1–9–0 while in the Broach and Panch Mahals district they were between Re. 1 and Rs. 1–8–0. The highest daily rate of Rs. 2–0–0 for skilled workers was obtained in Ahmedabad while the lowest rate was reported from Surat, ranging from Re. 0–12–6 to Rs. 1–4–0. In the Thana district skilled labour earned from Re. 1–0–0 to Rs. 2–0–0. In this district many skilled workers were imported from Gujarat for working brick kilns.

In the Central Division the average rate registered a fall of 2 annas 2 pies in the urban areas and showed a slight rise of one pie in the rural areas. In the Ahmednagar district wage rates of skilled workers ranged from annas 10 to Re. 1 and in West Khandesh from annas 12 to Re. 1, both the rates being the same as in the previous year. In the western part of the Poona district employment for skilled labour was plentiful, the wage rates ranging from Re. 1–0–0 to Rs. 1–8–0. Very few skilled workers were employed in the Satara district and their average rate was about Re. 1 per day. The mills and factories in the Sholapur district worked as usual and labour in this district was plentiful throughout the year. Dear food allowance at a flat rate of one anna per day to each worker was granted by the mills in Sholapur city towards the close of the year.

In the Southern Division the average rates of skilled labour increased by 5 pies both in the rural and urban areas. There was no dearth of skilled labour in the Belgaum district. In the Bijapur district there was no keen demand for skilled workers and their condition remained more or less the same as in the previous year. The condition of skilled workers in Dharwar was reported to be good. The wages of skilled labour were stationary in the Kanara district except in Kumta taluka where they fell from Re. 1–0–0 to Re. 0–12–0, Re. 1–0–0 to Re. 0–10–0 and Re. 1–2–0 to Re. 0–12–0 in the case of carpenters, blacksmiths and *mochis* respectively. In the Kolaba district no material changes occurred in the rates of wages of skilled workers which ranged from Re. 0–12–0 to Rs. 2 per day. In

eight talukas and petas of the Ratnagiri district, skilled workers obtained Re. 1 per day or more and in the rest from annas 12 to annas 14.

The following table sets out the average daily rates of wages paid to skilled labour in the various Divisions and Economic Circles of the Province :—

Average daily rates of wages of Skilled Labour

Divisions	Daily average wages in					
	1913		1938		1939	
	Urban Areas	Rural Areas	Urban Areas	Rural Areas	Urban Areas	Rural Areas
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
Political Divisions—						
Northern Division ..	0 13 9	0 11 9	1 11 6	1 3 8	1 10 11	1 3 8
Central Division ..	0 13 0	0 10 6	1 5 0	0 13 10	1 2 10	0 13 11
Southern Division ..	0 10 9	0 9 9	1 0 2	0 11 9	1 0 7	0 12 2
Economic Circles—						
Gujarat Circle ..	0 13 6	0 11 9	1 11 6	1 3 6	1 10 10	1 3 3
Deccan Circle ..	0 11 9	0 10 0	1 2 9	0 12 9	1 1 6	0 12 10
Konkan Circle ..	0 13 9	0 11 3	1 5 9	1 1 0	1 5 9	1 3 1
Province	0 12 6	0 10 9	1 5 6	0 15 1	1 4 8	0 15 3

FORESTS

For purposes of administration, the Province is divided into three Forest Circles, which are in charge of Conservators. The Chief Conservator is at the head of the Department.

Forest administration is a branch of the general administration and the central authority in forest matters is the Commissioner of a Division, subject to the general orders of Government. The Chief Conservator is the local and technical head of the Forest Department and the technical adviser of Government in forest matters. Forest Officers in charge of Circles have full powers in all professional operations of technical forestry ; but in all other matters, such as those of rights and privileges of the people in forests, local supply of grass, grazing and fodder

and generally as regards the relation of the department with the people, control vests in the local revenue officers. Two Working Plans Divisions are maintained, one for the Northern and Central Circles and one for the Southern Circle and the duties of the working plans divisional officers are to ascertain the capabilities of the forests in the production of timber and other forest produce and to prepare scientific schemes for the exploitation of the forests so that they may be worked for the greatest benefit both of the State and the people. The work in connection with the preparation of working plans is generally well advanced but revision of plans is carried on continuously. The classification of forests into forest proper, fuel and fodder reserves and pastures has been completed in all Circles and the areas classed as pastures have been transferred to the Revenue Department for management. The area under forests in this Province is nearly 13,000 square miles.

Considerable progress was made, during the year, in regenerating forests and in encouraging tree planting by private persons. The first year's results of the "Gradoni" system of reboising dry barren hill sides in the Northern and Central circles were, inspite of scarcity of rain, promising in that there was an improved growth of grass and a fair percentage of germination of the seeds of the various tree species sown. Its effect on erosion was satisfactory. Forest policy was liberalised and many extra concessions and privileges were granted to people. Assistance to existing industries in deserving cases was continued and steps are in progress to investigate the uses of several forest products as an opening to new industries.

There was a marked drop in the business with the M. & S. M. Railway. This together with the non-sale of several coupes in the Thana and Kolaba divisions affected the revenue of the Department, so much that, in spite of the fact that expenditure was kept as low as possible, there was a decrease in the surplus.

Village Improvement.—Forest officers of all ranks did a year of commendable work in the field of rural development. Instruction was given on the value of forests to the community, on the need for the protection of forests, the privileges enjoyed in them and other allied subjects. Help and advice were given on the construction and maintenance of roads, tree planting, cleaning of wells, storing of green grass in silo pits, cottage industries, etc.

Communications and Buildings.—In order to obtain good prices for timber and other forest produce by providing

extraction facilities to contractors, the Department has constructed and maintained a large number of roads and cart-tracks. About 20 miles of road and cart-tracks were constructed during the year. A bridge on the Katur-Bomanhalli road in Kanara, begun last year, was completed during the year and two culverts in the same district were reconstructed. The total cost on these works was Rs. 4,690. About 1,100 miles of roads and 150 miles of cart-tracks and bridle paths were repaired at a cost of Rs. 49,493, while Rs. 25,197 were paid to the M. & S. M. Railway for the maintenance of the Alnawar-Dandeli forest railway. The corresponding figures of the previous year were Rs. 2,095, Rs. 43,820 and Rs. 43,277, respectively. The total expenditure on the construction of new buildings and repairs to existing buildings was Rs. 34,359.

Protection from Cattle.—The forest areas open and closed to grazing were as under :—

——	Square miles	Per cent.
Closed to all animals for the whole year	1,018	7·9
Closed to all animals for part of the year	253	1·9
Open to all animals except browsers for the whole year	9,323	72·1
Open to all animals except browsers for part of the year	66	0·1
Open to all animals for the whole year	2,275	17·6
Total ..	12,935*	100·0

* This area excludes the area of 2 square miles submerged in the Bhandardara lake.

The area open to grazing for horned cattle throughout the year was 89·7 per cent. The total number of cattle admitted to graze was 1,833,115, compared with 1,925,978 in the previous year. The decrease is more apparent than real. That grazing is being availed of by a larger number of cattle there can be no doubt. Free grazing has encouraged the influx of cattle from several non-forest villages which in former years abstained from visiting forest areas to avoid paying fees. The total grazing fees collected during the year amounted to about Rs. 11,500. The fees are now restricted to cattle belonging to Indian States and other Provinces only.

Forest Offences.—The total number of offences against forest laws was 26,114, against 22,085 in the preceding year. The increase was mainly due to the fact that the partial failure of monsoon in 1939 compelled a large section of the local people to eke out a living from the forests. More than half the number of offences related to the unauthorised felling or removal of forest produce. During the year 293 cases (189 new and 104 old) were taken to Court. Of these, 188 were decided, 164 or 87·2 per cent. resulting in conviction. Out of 20,831 cases compounded, compensation amounting to Rs. 66,672 or Rs. 3·2 per case was recovered. In 835 cases the offenders were let off with a warning and 4,014 cases remained undetected.

Exploitation.—During the year, 1,874,000 cubic feet of timber and fuel were extracted departmentally, together with sandal wood worth about Rs. 83,000 and minor forest produce, grass, etc., of the value of about Rs. 3,300.

The actual outturn of major and minor produce removed by consumers and purchasers during the year was—

	Rs.
Timber 5,206,000 cubic feet valued at ..	21,47,253
Fuel 18,732,000 cubic feet valued at ..	2,61,635
Minor produce valued at	3,50,400

The outturn from all sources of forest produce during the year was—

Timber 6,370,000 cubic feet.
Fuel 47,777,000 cubic feet.
Sandal wood worth about Rs. 83,000.
Minor produce worth about Rs. 28·46 lakhs.

The gross revenue of the year decreased from Rs. 40·60 lakhs to Rs. 38·61 lakhs. The decrease, as already stated, was due to a marked drop in the business with the M. & S. M. Railway and the non-sale of several coupes in the Thana and Kolaba divisions. The expenditure also decreased from Rs. 26·87 lakhs to Rs. 26·30 lakhs. The result of the year's working of the Alnavar-Dandeli Railway showed a surplus of Rs. 4,208, against Rs. 13,255 in 1938-39. The decrease was due to considerable reduction in the manganese traffic.

The Forest Advisory Committees established in the Thana, Nasik, Khandesh, Kolaba, Kanara and Dharwar districts held their quarterly meetings and discussed such questions as local supply of forest produce, privileges, grazing facilities, etc. In all three meetings of the Provincial Fodder and Grazing

Committee were held. As recommended by a resolution passed by the Committee, a five-year scheme prepared by the Forest Engineer, Belgaum, for the improvement of water supplies in grazing areas of the Province costing Rs. 1·18 lakhs has been submitted to Government for approval.

The six Bombay Students nominated to Rangers' Training Class at the Agricultural College, Poona, successfully passed at the final examination and were all awarded "honours" certificates. The Foresters' Class at Mandvi in the Northern Circle was, as usual, conducted by a Ranger. Out of 25 students admitted, 22 passed the final examination.

CO-OPERATIVE MOVEMENT

The year witnessed strenuous efforts on the part of the Central Financing Agencies, the departmental staff and other non-official workers in giving effect to the various measures designed to rehabilitate the movement.

With the registration of 209 societies and liquidation of 46 societies, the total number of societies rose to 5,289 at the close of the year. The policy advocated during the previous year, of registering village thrift and credit societies and multi-purpose societies, was continued. As a result 53 thrift and credit and 54 multi-purpose societies came into existence during the year. The registration of 19 better farming societies, intended to promote improved methods of agriculture and function as complements of multi-purpose societies for all round improvement of village economy, is just a small beginning. The number of societies in urban areas rose to 30.

Resource Movement.—With the registration of 113 societies and cancellation of 28 societies, the total number of agricultural credit societies stood at 3,796 at the close of the year, against 3,709 of the previous year. Notwithstanding the increase in the number of societies, there was a decrease in the total working capital from Rs. 2·93 crores to Rs. 2·80 crores. The decrease was mainly the result of efforts made to bring the debts of members within their repaying capacity. The reserve and other funds recorded an increase from Rs. 81 lakhs to Rs. 84 lakhs, while the profits increased from Rs. 2·72 lakhs to Rs. 3·80 lakhs. The recoveries for the Province as a whole showed a substantial increase of Rs. 15 lakhs over the previous year's figure. While fresh finance recorded a decrease of nearly Rs. 2 lakhs, the total outstandings with individuals showed an appreciable decrease of Rs. 15 lakhs which compares

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favourably with the decrease of Rs. 6 lakhs recorded during the previous year.

The process of classification of societies' debts into frozen, bad and doubtful debts as one of the measures calculated to resuscitate the working of societies and stimulate recoveries was continued. There was an increase of Rs. 4 lakhs in frozen debts while doubtful and bad debts went down by Rs. 3·22 lakhs and Rs. 1·25 lakhs respectively, as compared with the figures of the previous year. Though the increase in the figure of frozen debts was partly due to the increase in the number of societies whose debts were classified, it was to a large extent due also to the process of liquefaction.

The Bhil Societies have proved a useful agency in ameliorating the condition of Bhils. Vigorous propaganda was carried on in rural areas to explain to the agriculturists the utility and advantages of multi-purpose societies. As a result, 54 new multi-purpose societies were started during the year, bringing the total number to 65. These societies arranged for the supply of agricultural, domestic and other requirements and also for the sale of agricultural produce.

Long-term Finance and Land Mortgage Banks.—In the realm of long-term finance, the Bombay Provincial Co-operative Land Mortgage Bank forged ahead. The entire amount of unsubscribed debentures out of Rs. 20 lakhs floated by the Bank in 1938 was taken up by Government. The Bank was also permitted to float a second series of debentures to the extent of Rs. 10 lakhs. The Bank sanctioned 443 loan applications for an amount of Rs. 6·07 lakhs, against 646 loan applications for an amount of Rs. 9·35 lakhs for the previous year. The bulk of the loans advanced was for the redemption of old debts. The paid-up share capital recorded a satisfactory increase from Rs. 4·21 lakhs to Rs. 4·46 lakhs. With the registration of three more banks, the number of primary land mortgage banks stood at 17 at the end of the year. The number of members increased from 9,095 to 10,384 and share capital from Rs. 2·59 lakhs to Rs. 3 lakhs. The total loans advanced by primary land mortgage banks during the year amounted to Rs. 5·90 lakhs, against Rs. 8·23 lakhs in the previous year. The recoveries amounted to Rs. 2·66 lakhs out of Rs. 3·96 lakhs due for repayment during the year, comparative figures for the previous year being respectively Rs. 1·77 lakhs and Rs. 2·89 lakhs.

Agricultural Non-Credit Societies.—The number of agricultural non-credit societies embracing various activities

stood at 356. The number of sale societies was 104. The total sales effected by them (excluding cotton sale societies in Gujerat, figures for which are not available) amounted to nearly Rs. 42 lakhs and the net profit earned by them was over Rs. 38,000. With a view to organising intensive work in regard to agricultural improvements, 19 better farming societies were registered during the year. These societies supplied improved agricultural implements, appliances and manures worth Rs. 7,430 to members and made a profit of Rs. 860. The total area covered for schemes of improvement of crops and other allied activities through the agency of these societies was 2,311 acres.

Provincial and Central Banks.—The Bombay Provincial Co-operative Bank continued to be well-managed, and its working capital increased from Rs. 2·29 crores to Rs. 2·31 crores. The total advances recorded a satisfactory increase of Rs. 11 lakhs over the previous year's figures. A decline of Rs. 7 lakhs under ordinary long term and land improvement loans to societies and in outstandings from societies in liquidation was also satisfactory. The position of the Bank in respect of its liquid assets is very strong. The decline in the profits from Rs. 1·10 lakhs for the previous year to Rs. 73,727 during the year was due to conversion of premium securities with a high current yield into discount securities with a lower current yield. The reserve for doubtful debts recorded a considerable increase from Rs. 5·17 lakhs to Rs. 6·96 lakhs. The total recoveries amounted to Rs. 23·55 lakhs in principal and Rs. 3·92 lakhs in interest as against the stipulated demand of Rs. 51·90 lakhs in principal and Rs. 7·22 lakhs in interest. The number of District Central Banks was 11. The paid-up share capital, reserve and other funds and the number of individual and society members recorded a satisfactory increase. There was, however, a fall of Rs. 26 lakhs in the working capital which is ascribed to the decline in the deposits from individuals. Even so, the Central Banks have plenty of surplus funds. Out of the total amount of Rs. 1·31 crores due for repayment during the year, an amount of Rs. 83·53 lakhs was recovered leaving an amount of Rs. 58·11 lakhs at the close of the year as arrears.

Non-Agricultural Societies.—The total number of non-agricultural societies increased from 685 to 715. The share capital, reserve and other funds recorded a satisfactory increase though there was a fall in the total working capital. The position with regard to recoveries was also satisfactory. Out of

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the total amount of Rs. 4·32 crores due for repayment, recoveries to the extent of Rs. 3·81 crores were effected. The urban banks contributed much for the development of trade and industry. The salary earners' societies continued to work satisfactorily.

Co-operative Insurance.—The Bombay Co-operative Insurance Society worked satisfactorily. Proposals amounting to Rs. 13·08 lakhs were accepted and the total business in force at the close of the year amounted to Rs. 75·56 lakhs. The life fund increased from Rs. 5·27 lakhs to Rs. 6·08 lakhs.

Consumers' Movement.—The total number of societies stood at 30 at the close of the year. There was an all-round increase in number, membership, working capital, sales and profits.

Housing Societies.—There was a further increase in the number of housing societies from 98 to 99. There was an increase in membership, share capital, reserve and other funds as well as working capital. The balance of Government loan outstanding decreased from Rs. 22 lakhs to Rs. 20 lakhs.

Producers' Movement.—These societies as a class have not made much headway, the main drawback being that most of the societies function as ordinary credit societies and the loans advanced for the purchase of raw materials have become frozen. Of the 8 industrial associations which came into existance under the scheme for the marketing of hand-loom products subsidised by the Government of India, the Ahmednagar association deserves special mention. The association is running three departments—hand-loom products, wool products and dyeing—and is extending the benefit of its expert advice to two producers' societies. The Sholapur, Belgaum, Malegaon and Kamtagi Associations are also doing useful work.

Co-operative Training and Education.—The scheme of co-operative training and education subsidised by the Government of India continued to be in operation during the year. As the training of the propaganda staff transferred from the Agricultural Department was undertaken, the usual syllabus drawn up in the case of auditors and sub-auditors was suitably modified so as to suit the requirements of this staff.

CHAPTER V

TRADE AND COMMERCE

NORTHERN DIVISION.—There were 402 factories working in Ahmedabad at the close of the year. Of these, 98 were spinning and weaving mills, 10 hosiery factories, 3 textile miscellaneous, 45 general engineering, 22 dyeing and bleaching and 93 gins and presses. Trade conditions during the year were on the whole satisfactory.

The New Shorrock mill at Nadiad, in Kaira district, continued to work satisfactorily. Out of the 32 ginning factories, 30 worked during the year. The flour mills increased from 85 to 100. The 43 creameries and 25 ovens for boiling milk in Anand, Borsad and Nadiad talukas prospered well and were a boon to the poor classes who made a living by selling milk. Out of the 8 oil mills, 6 worked during the year. The 253 pumping plants in Anand and Borsad talukas considerably helped the irrigated crops. The bone-crushing factory at Dabhan supplied a large quantity of manure in various parts of the division. The glass factories at Kapadvanj and the metal-breaking factory at Sevalia worked satisfactorily.

In the Panch Mahals sub-division of Broach and Panch Mahals district, the principal trade is in timber and grain. Godhra is the chief marketing and exporting centre for timber and Dohad for grain. Other industries such as oil mills, flour and rice mills worked as usual. In the Broach sub-division cotton is the principal article of trade and industry. There were 35 ginning and 17 cotton pressing factories working during the year. The number of hand-looms worked by the backward classes during the year was 75.

The principal produce in Surat is cotton, and 4 spinning and weaving mills, 29 ginning and 15 pressing factories worked during the year. There were, in addition, a number of rice, flour and oil factories. The silk and embroidery industry in Surat city employs a large number of people. The industry is meeting with serious foreign competition particularly from Japan. The chief articles of export were grass, firewood, coal, timber, mangoes, rice, cotton, and cotton-seeds. Imports and exports by water in Surat Fort are increasing.

The chief commodities exported from Thana district are rice, paddy, timber, charcoal, milk, grass, salt, betel leaves,

plaintains, vegetables, fish, matches and saris. Bricks were manufactured on a large scale in Bhiwandi and Kalyan talukas. The rice plant manufacturing company at Bhiwandi is coming into prominence. The Virar Stone quarry worked as usual under the management of the B. B. & C. I. Railway. The woollen mill at Thana made steady progress. The match factories at Thana and Ambernath and the chemical factory at Ambernath served as usual practically the whole of India.

In the Bombay Suburban District, a new biscuit factory was started at Vile Parle during the year. Building activities and quarrying operations were slack owing to the war.

Central Division.—The chief industry of the Division is agriculture, and trade is mainly confined to the export of grain, cotton and oil seeds. Jaggery is the most important article of trade in the irrigated tracts of Ahmednagar, Nasik and Poona districts. Cotton and groundnut continued to be the chief products of trade of the Khandesh districts and their prices continued steadily to rise on account of the war. Groundnut, turmeric and jaggery are the important articles of trade of Satara district and they are exported on an extensive scale to Bombay and other industrial centres. Onions, betel leaves and eggs were also exported on a large scale.

There are five cotton spinning and weaving mills in East Khandesh district, one each in Poona and West Khandesh districts and five spinning and weaving and two spinning mills in Sholapur district, while a large number of ginning and pressing factories are spread all over the Division, except in the Satara district. Handloom weaving is carried on in all the districts, but this industry is unable to stand the competition with the mills and is in a precarious condition.

There are seven sugar factories in the Division, four in Ahmednagar, one in Nasik district and two in Sholapur district. All the factories flourished well during the year.

The tanneries at Bhusaval and Ahmednagar, the *bidi* factories at Nasik and Sinnar, the Reay Paper Mill at Mundhwa, the Ravivarma Fine Art Litho Press at Malavali, the Kirloskar Iron Factory and the Iron Industrial works at Satara worked well. A factory for the manufacture of vegetable oil products is being built at Pachora in the East Khandesh District.

Southern Division.—The year was normal. Agriculture is the main industry. Wheat, cotton, jaggery, chillies, groundnut, betelnut, betel leaves, spices and timber are the principal articles of export from the Karnatak and rice, salt, fish, salted-fish, mangoes, and prepared cashew-nuts from the Konkan.

Kolaba district had an increasing export business with Bombay in fresh fruit, vegetables, fish, eggs, etc. Large quantities of *jowar* and *bajri* were exported from Bijapur to Sholapur district and Hyderabad State, where scarcity prevailed.

The Bailhongal regulated cotton market attracted supplies from a wide area. The cotton ginning and pressing factories in Belgaum, Bijapur and Dharwar had a busy year. The Gokak Mills worked throughout the year.

There was some slight improvement in the handloom industry. The carpet and *kambli* industries had a normal year. A tanning industry was started at Haveri under Government supervision and coir work, under the ægis of the All-India Village Improvement Association, was started at Honavar in Kanara. Copper and brass pots are manufactured in Dharwar and Kolaba districts and aluminium buttons at Vijayadurg in Ratnagiri. The soap factory at Goregaon and the cutlery factory at Pen in Kolaba district made steady progress. The Dhutpapeshwar Ayurvedic pharmacy at Panvel had a prosperous year. The salt works in Kanara, Ratnagiri and Kolaba had a normal year. The depression in building activities in Bombay adversely affected the tile factory at Mora in Uran mahal. There was no improvement in the condition of the brick and tile factories in Khanapur.

The mango crop in Ratnagiri, though moderate, secured good prices in Bombay and other places. The mango juice canning factory at Kelashi in Dapoli taluka did limited business, and that at Karwar was closed. The cashew-nut shelling factories at Malvan and Vengurla fared well with a business of about Rs. 11·43 lakhs. Sandalwood and ivory carving was carried on as usual at Kumta and Honavar, in Kanara district. Bee-keeping has been newly introduced in Kanara with a Government subsidy.

The Tata Power Company's power houses in Kolaba district continued to supply electric energy. There were six saw mills working in Kanara district, two of which are owned by the Forest Department.

DEPARTMENT OF INDUSTRIES

The decline in commodity prices which set in the previous year continued during the year under review right up to the beginning of the war in September 1939. At the outbreak of the war, the prices of commodities jumped appreciably, but this rise was short-lived. In view of this, although the

exports recorded an increase as compared to last year, generally speaking the purchasing power of the agriculturists continued to be depressed during the year.

There was an increase in the total number of factories on the register but this was attributable more to the extension of the Factories Act to many of the smaller industrial establishments already in existence in the Province rather than to the establishment of new factories. The consumption of electric power for industrial purposes showed a marked decrease particularly in the Bombay City and Suburban district and industrial production was generally at a low ebb—except in woollen worsted yarn and piece-goods, where there was a marked increase due to supplies for the Defence Department.

The premier industry of the Province, the cotton textile industry, did not fare well during the year. The outbreak of war gave an artificial fillip to the industry for a short while due to speculative purchases, but the position deteriorated rapidly after November.

Of the remaining industries, the oil mills, the chemical industry (except the heavy chemical industry), the soap industry, and the vegetable ghee factories continued to fare well. The confectionery, the gold-thread industry and the glass industry appeared to suffer from internal competition.

New enterprises started during the year related to the manufacture of tyres and tubes for motor cars and cycles, manufacture of cycles, industrial rubber gloves, emery and glass papers, gas masks, artificial leather and woollen cloth, and starches.

Technical advice regarding the lay-out of small power plants, selection of machinery, type of machinery required, solution of difficulties in the processes of manufacture, preparation of and detailed estimates for new small factories was rendered by the Department to assist organised industries. Details of some of the new industries, like the artificial silk yarn industry, and the manufacture of electric wires and cables, have been worked out by the Department.

A number of applications for State aid was received and loans of the total value of about Rs. 54,000 were sanctioned. Certain concessions and facilities were granted for the establishment of a paper and a bamboo pulp factory in Kanara.

Cottage Industries.—The Department continued, as before, to devote considerable attention to the development of cottage industries by means of demonstrations, schools and peripatetic

parties. There were five peripatetic schools for *bona fide* weavers, two weaving schools for agriculturists, one wool weaving school for *dhangar* and wool weavers and a number of demonstrations in this line. The object of these schools and demonstrations is to demonstrate and train workers engaged in these industries in the use of improved appliances and fitments and methods. As a result, 85 improved looms and 22 dobbies were introduced during the year. The six tanning demonstrations reported last year continued to work and visited 11 centres. Training in improved methods of tanning was given to hereditary tanners who showed keen interest in these demonstrations. The demonstration in cane and bamboo continued to work at Hubli. Two batches of fourteen and ten students completed training in cane and bamboo during the year.

The first demonstration in lacquer work, as reported last year, was organised in Poona. Twelve students joined the institution and 8 completed the course. Several adult artisans also attended the demonstration part-time and received technical guidance and advice. The Coir School at Malwan started its regular work with up-to-date equipment and completed its two terms. During these two terms 42 regular full-time students and 11 part-time students were trained in the different processes of coir manufacture with modern improved fitments and implements. On completion of the work the school was transferred to Shiroda, in Vengurla peta of the same district. The first batch of ten students, admitted in June, 1938, under the scheme of training of hereditary art-craft workers, completed successfully the first year of training and continued the course in the second year.

The survey and experimental work in connection with the manufacture of potteries was completed during the year. A scheme for the establishment of a sericulture farm at Belgaum has been sanctioned by the Government. Marketing of handloom products under the Government of India grant continued to receive the attention of the Department. All the Industrial Co-operative Associations continued to function satisfactorily. Three new associations were organised at Belgaum, Dhulia and Sangamner. Efforts were also made to improve wool-weaving as a rural industry. As in the previous year the Government made grants-in-aid to the All-India Spinners' Association and the All-India Village Industries' Association for carrying out approved schemes of work for the development of rural industries. Both the Associations continued to do very good work, the former in connection with

hand spinning and weaving and the latter in connection with the village industries and in the production of jaggery out of date palm juice and development of hand-made paper.

Technical and Industrial Education.—The number of Technical and Industrial Schools in the Province during the year stood at 78, of which 30 were maintained by public and private bodies aided by the Department and 4 were Government Technical Institutes, the remainder being recognised by the Department only for inspection and examination through the Committee of Direction for Technical and Industrial Training. Recognition was granted to 10 new institutions during the year. As usual, a variety of technical courses were offered in these institutions. Of the 2,275 candidates who appeared at the annual examinations for 1938-39 held by the Committee in April, 1939, 1,753 or 77 per cent. were successful. Of these, 903 candidates took the final year examinations of the different courses and 676 passed and were awarded certificates. The grants-in-aid disbursed during the year to recognised technical and industrial institutions amounted to about Rs. 40,500 recurring. The Victoria Jubilee Technical Institute, Bombay, and the Ranchodlal Chhotalal Technical Institute, Ahmedabad, continued to function satisfactorily. The Government Tanning Institute at Khar was fully equipped during the year and regular artisan and advanced courses were started from June, 1939. The Government Leather Working School at the same place also continued to function satisfactorily. Of the 310 candidates who sought admission under the apprentice scheme, 133 were selected and placed in mills and other industrial concerns in Bombay and Ahmedabad. A village industries workshop for experiments in connection with village industries has been started at Poona.

Fisheries.—The experiment to popularise the use of launches in the fish trade continued to be successful and one more vessel was added during the year, bringing the total to nine. The total quantity of fish brought by the nine launches was 2,504,479 lb. against 1,505,589 lb. last year. As in the previous year, the Fisheries Information Bureau continued to fulfil its useful purpose. The scheme for the development of the fresh water fisheries continued to engage the attention of the Department and experiments were conducted on various types of fresh water fishes with a view to fattening them. Steps were also taken to introduce some new varieties of fishes in tanks near Bombay.

The number of fish curing yards was 32—18 in Ratnagiri and 14 in North Kanara. During the year, 331,673 maunds of fresh fish was brought to the yards. The quantity of cured fish removed from the yards was 249,825 maunds.

Weights and Measures.—The Bombay Weights and Measures Act, 1932, was satisfactorily enforced throughout the Province. The work of verification and re-verification and stamping together with inspection and surprise visits progressed smoothly. The scale of verification and stamping fees was revised and reduced to the extent of about 33 per cent.

The total expenditure incurred by the Department was Rs. 10·61 lakhs and the total income was Rs. 4·47 lakhs.

COMMISSIONER OF LABOUR

As from 6th June 1933 Government decided that all offices dealing with labour matters should be put under one officer to be known as the Commissioner of Labour. As a result, the administration of the Factories Department was transferred from the Collector of Bombay, together with the Steam Boilers and Smoke Nuisances Department, the latter more for administrative convenience than the nature of the work done by the Department. The Labour Office, which is responsible for social and economic statistics, industrial disputes, legislation and other labour matter, also came under the Commissioner of Labour and so did the offices of the Commissioner of Workmen's Compensation and the Registrar of Trade Unions. The Director ot the Labour Office, who was also Commissioner for Workmen's Compensation and Registrar of Trade Unions, became Commissioner of Labour.

THE FACTORIES ACT

The number of working factories increased during the year by 625 from 2,495 to 3,120 but the total number of factories (working and non-working) subject to the Act showed an actual increase of 650 against 702 in the preceding year. Among "notified factories", handloom concerns, *bidi* factories and brick factories were responsible for a substantial increase in the number of factories, the greatest share being that of the hand-loom concerns. There were 1,337 notified factories on the register during the year. In these factories varying working conditions formerly prevailed but regular working hours, holidays and prompt payment of wages have now been secured and have been greatly appreciated by the workers. The Employment of Children Act, 1938 (XXVI of 1938), as amended

by the Employment of Children (Amendment) Act, 1939 (XV of 1939) and the Hazardous Occupations (Petrol Gas Generating Plants) Rules, 1939, came into force during the year.

Three hundred and ten notified factories and 69 other factories remained uninspected. This was mainly due to a large number of factories being brought under control towards the close of the year.

The number of operatives employed in all industries for which annual returns were received was 466,040, compared to 479,103 in the previous year—a decrease of 13,063 or 2·7 per cent.

The number of women employed registered a decrease of 994, or 1·4 per cent., and the number of children employed also recorded a slight decrease. The decrease in the employment of women was mainly due to a reduction in the number of women employed in the cotton textile industry.

The total number of accidents reported was 10,025, against 10,200 in the previous year. The total number of persons injured was 10,086, against 10,262 in the previous year.

The number of cases instituted by the full-time Inspectors was 322, compared with 562 in the preceding year. The fines realised amounted to Rs. 9,121, against Rs. 13,322 in 1938.

Air conditioning continued to receive the attention of the Inspectorate and also to make rapid progress. It is being increasingly realised by industrialists in the Province that improvement in the conditions of work inside the factory is not only good philanthropy but is also sound business. During the year twenty-four departments of mills were equipped with air conditioning plants. The problem of collection and removal of dust in stone crushing and hemp hackling processes received special attention. The housing of industrial workers showed no marked improvement in the major centres of industry in the Province but certain praiseworthy attempts at improvement were made, notably by the sugar industry in the Ahmednagar and Poona districts. The activities of the Department in regard to health exhibitions, first-aid training classes, crèches and co-operative credit societies were continued, Medical aid was largely extended, the fines fund being useful in this respect.

THE WORKMEN'S COMPENSATION ACT

The Act worked smoothly during the year under report. The work was facilitated as usual by the co-operation of

insurance companies, who handled more than 50 per cent. of the cases. The work will be further facilitated if employers in general and small employers in particular take more interest in their employees and realize that the primary liability under the Act is theirs. No trade union except the Textile Labour Association, Ahmedabad, did any appreciable work in settling claims on behalf of workers. The total number dealt with by that body during the year was 149 and the total compensation secured was about Rs. 19,000. Applicants who were not represented either by pleaders or claims agencies were helped by the Workmen's Compensation Office staff.

Of the 1,046 cases for disposal, 922 were decided during the year and 124 remained pending. Out of the 922 cases decided 220 related to fatal accidents and 690 to non-fatal accidents. The remaining 12 were miscellaneous. The total amount of compensation paid in respect of all these cases was Rs. 3·10 lakhs. This amount is exclusive of the compensation paid directly by employers by way of half-monthly payments for injuries of a temporary nature. Including this amount, the total amount paid during the year was over Rs. 4 lakhs.

Payment of Wages Act.—The year under report was the second complete year during which the Act had been in operation. The total number of applications to be disposed of was 115, of which 113 related to delayed wages and two in respect of illegal deductions. Of these 113, 74 were individual applications and 39 group applications. The number of persons affected in all these applications was 1,066 and the total amount involved was over Rs. 32,000 besides about Rs. 800 allowed as compensation. Of the 113 cases disposed of 20 were dismissed and in the remaining 93 claims were allowed.

BOILER INSPECTION DEPARTMENT

The number of boilers on the register at the end of the year was 6,526 and of these 1,884 were inspected and certified by the Boiler Department. Thirteen cases of irregularities were discovered. In 12 cases the explanations given were accepted but in each case a warning was given, while in one the accused was prosecuted and convicted.

During the year there were 12 accidents to boilers resulting in two injuries.

Three examinations for certificates of competency as boiler attendants and three for certificates of proficiency as engineers were held at Bombay.

The receipts excluding those on account of Boiler Attendants and Engineers' examination fees, for the year were Rs. 1·28 lakhs, against Rs. 1·30 lakhs in the previous year. The receipts on account of examinations during the year were Rs. 6,460 against Rs. 8,330 for the preceding year.

SEA-BORNE TRADE

The following figures give the total value of the sea-borne trade of the Province of Bombay during the year 1939-40:—

I. Foreign Trade—

Merchandise.

Imports—Rs. 67·49 crores.
Exports—Rs. 42·69 crores.

giving a total foreign trade of Rs. 110·18 crores as compared with Rs. 97·15 crores in the preceding year.

II. Coasting Trade—

Merchandise.

Imports—Rs. 15·48 crores.
Exports—Rs. 20·58 crores.

giving a coasting trade of Rs. 36·06 crores against Rs. 41·20 crores in the preceding year.

The total sea-borne trade of the Province of Bombay amounted to Rs. 146·24 crores, against Rs. 138·35 crores in the preceding year.

The year opened without any definite or particular indications of any immediate improvement in the trade position as compared with the previous year. But when political tension in Europe began to become more and more acute and the prospect of war loomed large on the horizon, there was feverish anxiety to import and to accumulate stocks so as to provide against the difficulty of obtaining supplies after the outbreak of war and to take full advantage of the inevitable rise in prices. Consequently, imports showed improvement for a few months prior to the outbreak of war. In regard to exports, the fall in commodity prices in the latter part of 1938-39 continued until the outbreak of war, which paralysed trade for a while as it had to adjust itself to the new conditions created by the war situation, such as restricted shipping, enhanced insurance, etc. The aggregate value of the foreign trade in merchandise of the Province of Bombay amounted to Rs. 110·18 crores, against Rs. 97·15 crores last year showing an improvement of over 13 per cent.

The total value of imports of merchandise on private account into the Province of Bombay amounted to Rs. 66·80 crores, showing a rise of Rs. 6·65 crores or 11 per cent. over the figure for the last year. The rise in imports of merchandise was brought about partly by higher importing costs on account of the war and partly by larger imports of artificial silk yarn and piecegoods, grain, pulse and flour, oils, sugar, motor cars and motor cycles, chemicals, dyeing and tanning substances, cotton twist and yarn, staple fibre yarn, spices and drugs and medicines. Imports of machinery and millwork, cotton raw, wool manufactures, precious stones and pearls unset, and fruits and vegetables recorded a fall.

The total value of exports (including re-exports) of merchandise on private account amounted to Rs. 41·39 crores, an increase of Rs. 5·18 crores or over 14 per cent. over the figure for the previous year. The increase in the exports of merchandise was shared by shipments of both Indian produce and manufactures and foreign merchandise, the articles contributing to the increases in the former class being raw cotton, cotton manufactures, wool raw, bristles, metals and ores, oils, leather, dyeing and tanning substances, gums and resins, spices, provisions, hides and skins—raw, hemp raw, and myrobalans and to that in the latter class being hides and skins raw (chiefly skins), sugar, other textiles—manufactured, and spices.

The total value of private coasting trade of the Province further declined from Rs. 41·12 crores to Rs. 35·93 crores, or by over 12 per cent., both imports and exports sharing in the fall. Imports fell from Rs. 17·34 crores to Rs. 15·42 crores, due chiefly to smaller arrivals of raw cotton, tea, sugar, jute manufactures, seeds and ghee and spices. Imports of foreign sugar, however, increased by Rs. 29·62 lakhs. The export trade decreased from Rs. 23·78 crores to Rs. 20·51 crores, or by nearly 14 per cent., owing mainly to reduced shipments of cotton piecegoods, cotton twist and yarn, grain, pulse and flour and cotton raw. Shipments of sugar (foreign), seeds and carriages and carts on the other hand, recorded increases of Rs. 19·32 lakhs, Rs. 18·42 lakhs and Rs. 12·37 lakhs respectively.

With the exception of sugar, and woollen piecegoods on the import side and of rice on the export side, which declined, the average prices of most of the important commodities of import and export were higher than those in the previous year. There was no change in the prices of cotton

coloured, printed or dyed piecegoods both on the import and the export side.

Of the total foreign trade in merchandise on private account the proportion of the trade with the British Empire was 45·17 per cent. as against 49·41 per cent. last year. The share of the United Kingdom declined from 25·09 per cent. to 21·25 per cent. The shares of Germany and Japan also decreased from 7·08 per cent. to 3·18 per cent., and from 17·60 per cent. to 17·24 per cent. respectively, but that of the United States of America increased from 5·23 per cent. to 10·20 per cent.

Trade at the subordinate ports with foreign countries is negligible and mainly consists of dried fruits, such as dates, cashew nuts and cashew kernels, rice and cotton raw. Imports were valued at Rs. 34·85 lakhs as against Rs. 34·10 lakhs and exports at Rs. 10·75 lakhs as against Rs. 9·9 lakhs last year. The increase in imports was chiefly due to larger arrivals of rice from French Indo-China, which more than counter-balanced the smaller receipts of cashew nuts from Portuguese East Africa. Cashew nuts of the value of Rs. 72,570 were, however, imported from the United States of America for the first time. The increase in exports was mainly due to shipments of cotton raw to China which more than made up the deficit in the shipments of cashew kernels to the United States of America.

The coasting trade mainly represents the movements of Indian produce and manufactures from the subordinate ports to and from ports in other provinces as also between themselves. The total value of this trade decreased from Rs. 5·92 crores to Rs. 5·43 crores, imports falling from Rs. 2·91 crores to Rs. 2·80 crores and exports from Rs. 3·01 crores to Rs. 2·63 crores.

The amounts of import and export duty excluding the various cesses collected at the Bombay Custom House, during the year were Rs. 1,756·69 lakhs and Rs. 1·18 lakhs against Rs. 1,556·87 lakhs and Rs. 0·83 lakh respectively in 1938–39. The ratio of true expenditure to revenue during the year was 1·02 against 1·23 last year.

Port of Bombay.—The total value of the trade of the Port of Bombay, foreign and coasting, including Government transactions, was Rs. 140·34 crores, against Rs. 131·97 crores in the preceding year, foreign trade being Rs. 109·73 crores and coasting trade Rs. 30·61 crores, against Rs. 96·71 crores and Rs. 35·26 crores respectively in the previous year.

The total values of the foreign imports and exports into and from the port of Bombay, classified under five main headings, were as follows :—

—	Imports		Exports	
	1938-39	1939-40	1938-39	1939-40
	Rs. Lakhs	Rs. Lakhs	Rs. Lakhs	Rs. Lakhs
Food, drink and tobacco	749·60	976·35	198·23	258·51
Raw materials and produce and articles mainly unmanufactured	1,608·04	1,703·88	2,452·13	2,876·17
Articles wholly or mainly manufactured.	3,489·75	3,853·08	776·34	862·14
Living Animals	11·94	5·10	1·87	1·81
Postal articles	122·00	106·41	183·27	130·43
Total ..	5,981·33	6,644·82	3,611·84	4,129·06

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CHAPTER VI

PUBLIC WORKS DEPARTMENT

THE Public Works Department has long been an important feature of the British administration in India. Its history dates from 1854 when it first came to be organised on a definite basis in succession to the old military boards, constituted mainly for the carrying out of military works.

For administrative purposes the work of the Department is divided into two sections: (*i*) Roads and Buildings and (*ii*) Irrigation. It also deals with electric installations and grants licenses for the public supply of electricity. Sanitary projects such as water supply, drainage and boring operations are amongst its other activities. Proposals for the construction of new railways and examination of railway projects and matters pertaining to aviation and tramways are also dealt with by the Department.

It was decided to carry out a survey with a view to work out a programme for the provision of adequate drinking water in villages. Four P. W. D. divisions, with executive engineers in charge and new survey staff, were specially created for field investigations, survey works and preparation of schemes. The work was in progress during the year.

Central Workshops, Dapuri.—The total outturn during the year in the workshops at Dapuri, including the balance, was Rs. 1·30 lakhs, against Rs. 1·29 lakhs in the previous year. The work was of a varied nature and included repairs to steam road roller parts, manufacture of cast iron specials and gates of various sizes for irrigation divisions.

The number of apprentices receiving training in the workshop was 35, of whom 6 completed the course of training.

Electricity.—Electric supply continued to attract the attention of the public in an increasing degree. By the end of the year under review, electricity had been introduced in 61 centres in the Province, while 4 other centres were in the process of being electrified. Five new licenses were granted during the year.

An Advisory Board was constituted under section 35 of the Indian Electricity Act, 1910, during the year under report, to enquire into and advise the Government about alterations, if any, to be made in the maxima rates for the supply of electrical energy provided in certain electric licenses.

The receipts from the electricity duty amounted to Rs. 29·22 lakhs.

Communications.—The total expenditure under this head was Rs. 65·69 lakhs. A sum of Rs. 28·99 lakhs was held by the Government of India to the credit of this Government during the year, to be allotted as required.

Scarcity Works.—Owing to very scanty rainfall, scarcity works were opened in Khandesh and Sholapur districts to relieve distress. The work consisted of reserve metal collection. The expenditure incurred amounted to about Rs. 53,000.

Water Supply and Drainage Schemes.—The improvement works in connection with the Salsette Water Supply Scheme were carried out during the year in addition to the work of laying a pipe line of 7,000 running feet, a duplicate pumping unit and a reservoir of 11,000 gallons capacity on Chaturshing Hill near Poona.

The total receipts realised from the sale of water, premia receipts, connection fees, etc., amounted to Rs. 6·31 lakhs.

RAILWAYS

The railways situated within the Province of Bombay are not administered by this Government but are under the general control of the Railway Board.

No new traffic surveys of any railway projects were carried out during the year under review, nor have any new lines of railway been opened for further traffic.

The total length of the railways in the Province of Bombay (excluding Indian States) but including Indian State Railway lines within British Territory open for traffic during the year under review was 2,518 miles made up as under :—

—	Broad gauge miles.	Meter gauge miles.	Narrow gauge miles.	Total miles.
Bombay, Baroda and Central India Railway ..	531	121	143	795
Great Indian Peninsula Railway	822	..	62	884
Madras and Southern Mahratta Railway ..	..	588	..	588
Barsi Light Railway	..	..	113	113
Matheran Light Railway	..	..	13	13
Bhavnagar State Railway	..	49	8	57
Gaekwar Baroda State Railway	10	35	23	68
	1,363	793	362	2,518

Pravara River Works.—This system comprises (*a*) the Wilson Dam at Bhandardara 1,600 feet in length and 282 feet high from its foundation to the top of the parapets impounding a storage of some 12,000 million cubic feet, (*b*) a pick-up-weir at Ojhar, 890 feet long, 53 miles below the Dam, and (*c*) two canals, viz., the Pravara Right and Left Bank Canals, 33 and 48 miles long, respectively. The rainfall of the year under report was not satisfactory. The area irrigated by this system during the year was 57,703 acres.

Lloyd Dam and the Nira Right and Left Bank Canals.—The Lloyd Dam at Bhatgar, 190 feet high and 5,300 feet long, is one of the largest in the world. It impounds about 24,000 million cubic feet of water and supplies water to the Nira Right Bank Canal and the Nira Left Bank Canal, which are 106 and 100 miles long, respectively. The former, which is the largest canal in the Deccan, irrigates mainly the western portion of the Sholapur District, which is notoriously liable to famine. The Lloyd Dam was completed in the year 1928 and the Nira Right Bank Canal was completed in the year 1938. Due to the development of irrigation on the Nira Right Bank Canal by the establishment of sugar factories the demand for water has greatly increased. The rainfall of the year was not satisfactory. The area irrigated by the Nira Right Bank Canal was 45,728 acres and that by the Nira Left Bank Canal was 74,655 acres.

The establishment of sugar factories in this Circle has contributed towards the successful working of the Deccan Canals. There are now ten sugar factories established on the several canals.

Government examined the whole question regarding the supply and demand of water with a view to putting a stop to the wastefulness of the procedure followed in the application of water to lands and decided that the best way of using water for the irrigation of large holdings was to sell it by volume. This system of the supply of water on a volumetric basis has lately been introduced in the case of the sugar factories with the result that it has been possible to increase their "guaranteed" cane areas almost to the limit of their previous demands, restricting at the same time the supplies to the factories to 35 per cent. of storages and leaving 65 per cent. for the peasantry for existing commitments of future demands. The introduction of the new method will thus lead to an increase of about 5,500 acres in cane irrigation and thereby secure an additional revenue of about Rs. 3 lakhs every year.

SOUTHERN CIRCLE

The Gokak Canal is the most important irrigation work situated in this Circle. The scheme consists of a weir constructed across the Ghataprabha river at Dhupdal in the Belgaum District, 16 miles of main and branch canals and 36 miles of distributaries. The system also supplies water for industrial purposes to the cotton mills at Gokak and to the M. & S. M. Railway Company. The area irrigated during the year by this system was 9,904 acres.

EXPENDITURE, REVENUE AND AREA IRRIGATED

The total expenditure incurred on all the Irrigation Works in the Province of Bombay during the year 1939–40 amounted to Rs. 19 lakhs, compared with Rs. 21 lakhs in the previous year. The expenditure incurred on capital works, i.e., works for which both capital and revenue accounts are kept, amounted to Rs. 14·69 lakhs. Receipts from capital works totalled Rs. 33·87 lakhs, compared with Rs. 31·70 lakhs, the average of the preceding three years. The area irrigated by these works aggregated to 3·05 lakhs acres approximately, compared with 2·98 lakhs acres, the average of the last three years. The area under irrigation by non-capital works was nearly 1·90 lakhs acres and the revenue derived therefrom amounted to Rs. 7·05 lakhs.

CHAPTER VII

VITAL STATISTICS AND MEDICAL RELIEF

THE year 1939 was on the whole a healthy year. There was an increase in the birth rate, a decrease in the death rate and a decrease in the infant mortality rate. The death rate was 27·55 per mille, compared with 30·47 in 1938. The rate based on estimated population also showed a decrease during the year, being 24·91, against 27·85 in the previous year. In the birth-rate based on estimated population (39·04) there was an increase of 0·45 over the preceding year. A comparison of the figures of the deaths under several heads with the mean of the previous five years, 1934–38, showed that there was a decrease in mortality from all causes except smallpox and injuries. Cholera showed a decrease of 0·44, plague 0·10, fever 0·15, dysentery and diarrhoea 0·17, respiratory diseases 0·05 and other causes 0·04, while smallpox showed an increase of 0·05 and injuries 0·02.

For the first time during the last four years the number of deaths recorded under " respiratory diseases " showed a decline from the previous year and from the mean of the previous five years. Deaths from phthisis decreased by 2,370. With proper precautions this disease can be further checked : early diagnosis of cases would save life as well as check the spread of the disease among contacts. Tuberculosis clinics have now been attached to the Civil Hospitals at Ahmedabad, Surat, Poona, Nasik, Sholapur and Belgaum, and more advantage needs to be taken of these and similar facilities afforded by the Government and local bodies.

Births and Deaths.—The European population, according to the Census of 1931, is 18,028. In 1939 the number of births recorded was 231, against 252 in the previous year, giving a ratio of 12·81 per mille of population, against 13·98 in 1938. There were 136 deaths giving a death rate of 7·54, compared with 151 and 8·38 respectively in 1938.

The Anglo-Indian population, according to the Census of 1931, is 14,176. The number of births registered was 167, against 223 in 1938. The birth rate per mille was 11·78, compared with 15·73 in the previous year. There were 129 deaths, against 133 in 1938, the death rate being 9·10, against 9·38 in the preceding year.

Among Indians, the total number of births registered was 775,545, against 758,495 in 1938. The birth-rate for the Province was 43·16, against 42·22 in the previous year. The proportion of male to female births was 106·34 to 100. Still-births numbered 13,747, against 12,579 in the previous year.

The year registered a decline in the number of deaths as compared with the previous year and the mean of the previous five years. The total number of deaths was 494,887 in 1939 and 547,387 in 1938, the quinquennial average being 510,793. The proportion of male to female deaths was 104·69 to 100. The recorded death rate for the Province was 27·55, against 30·47 in the previous year.

In Bombay city the birth and death rates were 32·34 and 26·09 respectively.

Causes of Deaths.—The total number of deaths was 494,887, cholera being responsible for 1,786, smallpox 6,769, plague 1,472, fevers 168,788, dysentery and diarrhoea 25,567, respiratory diseases 109,922, injuries 7,585 and other causes 172,998.

The Provincial infant mortality rate was 152·70, against 174·16 in 1938. Deaths due to child-birth numbered 4,763, against 4,252 in the preceding year. The maternal mortality rate per 1,000 registered births, including still-births, worked out to 6·03, against 5·51 in 1938.

Pilgrim Centres.—The total number of pilgrims attending the Ashadi fair at Pandharpur was 87,774, against 159,438 in 1938. As there was an apprehension that movements of the pilgrims would spread infection, the Government applied the Epidemic Diseases Act to Pandharpur and ordered that persons who were not protected by inoculation against cholera should be prohibited from entering the municipal limits of Pandharpur during the period of the fair. In all 53,167 pilgrims, out of 87,774 were inoculated and the remainder arrived with certificates of inoculation. The usual medical arrangements were ready well before the pilgrims began to arrive. Fifty-seven medical graduates and licentiates were posted at different *nakas* of Pandharpur and the railway station. No cholera case was admitted to hospital.

The sanitary arrangements made at the principal fairs at Alandi, Nasik, Trimbak and in different parts of the Province were adequate.

Vaccination.—During the year under report 666,640 persons were primarily vaccinated against 628,151 in the preceding year.

Of the primary vaccinations performed 4,765,415 or 92·62 per cent. were successful and 4,765 or 0·65 per cent. unsuccessful. Results could not be ascertained in 6·73 cases. During the year 1,781,745 doses of lymph were issued by the Vaccine Institute, Belgaum, against 1,560,985 in the preceding year. The cost of vaccination came to Rs. 5·18 lakhs, against Rs. 4·86 lakhs in the previous year, the average cost of each successful case of vaccination being Re. 0–11–8. Excluding Bombay and the six Cantonments of Ahmedabad, Ahmednagar, Poona, Kirkee, Belgaum and Deolali, the Vaccination Act has been applied to 89 towns and 10 villages of the Province, against 69 towns and 10 villages in 1938.

HOSPITALS AND DISPENSARIES

Of the 206 centres sanctioned under the scheme for rural medical relief in Bombay Province, 163 had been opened and were functioning at the close of the year 1939. Of these 163, 60 were allopathic, 99 ayurvedic and four unani. At these centres, 189,393 men, women and children were treated during the year. In order to extend the scheme, the Government sanctioned during the year the starting of 250 additional centres.

Under the scheme for the appointment of nurse-midwives in the rural areas, 46 appointments had been made at various District Local Board Dispensaries. Of these, five were fully qualified nurse-midwives and the rest midwives. In spite of the fact that even qualified midwives are taken for these posts, the response was rather poor. This was partly due to the paucity of qualified candidates and partly to their reluctance to go to the rural areas. The scheme was otherwise reported to be working satisfactorily.

The six anti-tuberculosis clinics opened at the Civil Hospitals of Ahmedabad, Surat, Poona, Sholapur, Nasik and Belgaum were working satisfactorily. The question of opening more clinics was under consideration and, to render assistance in the campaign against tuberculosis, the Government decided that all Government Civil Hospitals in the mofussil should undertake, free of charge and as part of their ordinary work, the microscopic examination for tubercle bacilli of smears of sputum received from any registered medical practitioner in the district.

The total number of medical institutions at the close of the year was 609. The number of patients treated during the year was 3,881,261, against 3,604,291 in 1938. Out of 133,777 in-patients treated, 74,293 were cured, while the mortality

was 9,325, the ratio of deaths per cent. being 7·0. The number of patients treated at female hospitals and dispensaries was 119,277. There were 3,975 beds available for males and 2,885 for females, against 3,801 and 2,772 respectively in 1938. The daily average attendance of indoor patients was 5,708·2 and of out-door patients 38,272·8. Surgical operations were performed on 157,169 persons, with a mortality of 0·6 per cent.

Miscellaneous receipts, including hospital fees, charitable contributions, etc., amounted to Rs. 7·73 lakhs, while Rs. 23·45 lakhs were contributed by local bodies, the Government contribution being Rs. 24·92 lakhs. The net expenditure was Rs. 51·35 lakhs.

HAFFKINE INSTITUTE

The Haffkine Institute, Bombay, continued to function during the year as (*i*) a centre for the manufacture of plague vaccine for the whole of India and other vaccines for the Province of Bombay, (*ii*) a bacteriological laboratory for the Province of Bombay, (*iii*) a centre for the manufacture of anti-rabic vaccine for the Province of Bombay and the adjoining areas and the treatment centre for Bombay city. In addition, it carried out research work on plague and other subjects, largely with the assistance of the Indian Research Fund Association. Large quantities of plague, cholera, meningococcal and T. A. B. vaccines and sera were issued.

During the year 6,899 anti-rabic treatments were issued to 100 centres and 296 for veterinary use. The number of persons treated at the institute itself was 2,893. About 11,000 specimens were examined by the diagnostic department for various Government hospitals and dispensaries. The number of Wassermann reactions carried out was 3,702 and 2,719 Kahn tests were done. The biochemical unit continued to be increasingly useful to hospitals and medical practitioners in their diagnostic work. Researches in plague and Pharmacology continued to progress and the anti-plague serum prepared at the institute is proving to be of high curative value. The pharmacological department continued the research on synthetic anti-malarial drugs, plasmoquine and atebrin.

The receipts during the year amounted to Rs. 3·18 lakhs and the expenditure Rs. 3·39 lakhs.

VETERINARY

Diseases of Livestock.—There was a slight reduction in the number of outbreaks reported and attended, the numbers

Home maintains a sewage farm and lepers who wish to work, are provided with employments thereon and paid an allowance from the income thus derived.

The total number of persons treated as in-patients during the year was 688—552 males, 135 females and one child. The total number of out-patients was 743—638 males, 87 females and 18 children. There were 65 deaths. The total expenditure amounted to Rs. 61,420.

KONDHWA LEPER HOSPITAL, POONA

The Hospital is situated about six miles to the south of Poona near the village of Kondhwa. It was established in the year 1913 by the United Free Church of Scotland Mission to Lepers, which has its headquarters in London and which carries on most important work for sufferers from leprosy throughout India and other countries. The Hospital buildings were erected by the Mission with the assistance of a grant from Government. In 1935 a new wing was added costing about Rs. 27,000 with the help of funds provided by the Mission. The Mission provides without charge the services of a Superintendent and a Chief Medical Officer. A Subordinate Medical Officer, appointed locally, is in charge under the Superintendent.

The hospital is maintained by capitation grants by Government, contributions made by local bodies and private contributions and donations : the deficit, if any, is made good by the Mission to Lepers, London. The total income was Rs. 24,432 and the total expenditure Rs. 23,745.

The total number of patients at the end of the year ended September 30, 1940, was 176—92 men, 78 women and 6 children. Of these, 97 were under special treatment. There were 10 deaths during the year. Untainted children are separated from their parents as early as possible. There were 20 such children during the year. The general health of the inmates was satisfactory.

BRITISH EMPIRE LEPROSY RELIEF ASSOCIATION (INDIAN COUNCIL). BOMBAY PROVINCIAL BRANCH

The year under review showed good progress made. The total number of centres in the Province was 43 and at these 4,313 patients were treated—2,261 old cases and 2,082 new cases. The total attendance at these clinics was 108,023, compared with 102,545 in 1938. As usual a large number of patients attended intermittently and could not thus derive the full benefit from treatment. The income was about

Rs. 15,900 and expenditure about Rs. 15,600. The Special Leprosy Officer appointed by the Government of Bombay commenced his work after having undergone training at Chingleput in Madras.

EMIGRATION AND IMMIGRATION

Only skilled labourers emigrate from the Port of Bombay and are recruited by authorised recruiting agents under agreements approved by Government. During 1939, 1,747 skilled workers were recruited, against 1,979 in the previous year. The emigrants went to Abyssinia, America, Arabia, Brazil, Ceylon, China, Egypt, Fiji, Great Britain, Iraq, Japan, Java, Kenya, Mauritius, Muscat, Nysaland, Persia, Port Sudan, Portuguese East Africa, Rhodesia, Siam, Straits Settlements, Seychelles, Tanganyika, Transval, Uganda and Zanzibar.

Illicit emigration still exists at the Port of Bombay. During the year 312 offences were detected, against 381 in the previous year. However, in December 1939, the Government of India amended the Indian Emigration Rules of 1923 and greater control may be expected in the near future.

The emigrants during their stay in Bombay prior to embarkation are looked after by their respective recruiting agents who pay for their subsistence.

The number of emigrants repatriated to India was 1,395 against 685 in the previous year. Of these, 69 were from South Africa under the Assisted Emigration Scheme. Two hundred and one complaints were received by the Protector of Emigrants, Bombay, against their employers. In 67 cases the complaints were found either wholly or partially well-founded and the claims were admitted by the employers, and the dues paid to the complainants. In 87 cases the complaints were exaggerated, while 46 cases were under investigation at the end of the year.

Estates of 29 deceased emigrants amounting to about Rs. 19,300 were received during the year, and 19 of these, amounting to about Rs. 15,200, were disbursed to the legal heirs. The receipts for the year amounted to about Rs. 16,000 and the expenditure to about Rs. 6,000.

There was neither emigration nor immigration of an abnormal nature anywhere in the districts except the yearly exodus of agricultural labourers, who migrate to industrial centres in search of work on the termination of their harvesting season and return to their villages at the commencement of the monsoon.

The inflow of labour to the irrigated tracts from the non-irrigated parts of the districts during the sugar cane crushing season continued as usual. Salt pans in Bhayandar and other places attracted labour from Gujarat. Three Jewish refugees from Germany immigrated into the Bombay Suburban district. From Kaira 90 persons emigrated to Africa for business and service and some from the Broach and Panch Mahals and Surat districts took their families to South Africa. From Thana district 105 labourers went to Assam for tea plantation work.

CHAPTER VIII

LOCAL SELF-GOVERNMENT

MUNICIPALITIES

DURING the past decade the policy of Government has been to give more and more power to Local Bodies and, where control is exercised, to use that control solely for the purpose of safeguarding the interests of the tax-payers, especially where Government funds have been lent for local purposes. This policy is especially noticeable in the case of municipalities. In Bombay City the powers of the Corporation are practically uncontrolled while in the mofussil Government control has been to a very considerable extent relaxed. In addition to the Municipal Corporation of Bombay there are in the Province 28 Municipal Boroughs and 101 District Municipalities. The Municipal Boroughs are governed by the Bombay Municipal Boroughs Act, 1925, and the district municipalities by the provisions of the Bombay District Municipal Act, 1901.

The principal duties of municipalities lie in the direction of the provision and maintenance of public and utility services such as roads, dispensaries, water supply, sanitation and education. They have power to raise funds both by direct and indirect taxation. They have in addition power to raise loans, either from Government or in the open market, with the previous sanction of Government, for financing capital works of public utility. In the past, if the circumstances of a case required it and the local body was prepared to make adequate efforts to help itself, Government rendered assistance, both by loans and grants-in-aid towards the cost of big undertakings. By this means, Poona, Lonavla, Nasik, Jalgaon, Karad, Sholapur, Bijapur, Dharwar, Hubli and other towns have been provided with an improved water supply and Poona with a complete system of underground drainage. In some cases, where the question of good water supply is of more than local importance, water-works have been constructed entirely at Government expense. Pandharpur, a great pilgrim centre, is a case in point. Town improvements and the opening out of congested and insanitary areas are other objects for which Government has made liberal grants. Owing to financial stringency Government has most reluctantly been compelled to discontinue

the practice of assisting local bodies with grants. The expert advice of the officers of Government is, however, freely placed at the disposal of local bodies and reduced charges are levied by Government in the case of works of local bodies entrusted to the Public Works Department for execution. Municipalities with a population of 15,000 and over may appoint Health Officers and Sanitary Inspectors and in such cases Government bears one-half of the cost of the Health Officers and one-third of the cost of Sanitary Inspectors. Municipalities are now allowed practically a free hand in the matter of selection and appointment of their Chief Officers.

In accordance with the provisions of the Bombay District Municipal and Municipal Boroughs (Amendment) Act, 1938, the constitution of 35 municipalities was revised during the year, bringing the total number of municipalities whose constitution was revised to 88. The system of nomination was abolished and representation by means of reservation of seats in joint electorates was given to minorities such as Indian Christians, Harijans and Backward Tribes and to women and also to Muslims at their option.

The aggregate ordinary income of municipalities, excluding items under the head "Extraordinary and Debt", decreased from Rs. 204·08 lakhs to Rs. 202·44 lakhs, the municipalities in the Northern Division mainly contributing to the decrease. The incidence of taxation was highest at Matheran (Rs. 15-0-10) and lowest at Betwad (Re. 0-6-0). The aggregate expenditure, including items under the head "Extraordinary and Debt", increased from Rs. 345·31 lakhs to Rs. 356·89 lakhs, the municipalities in all the divisions contributing thereto. The loan liabilities of the municipalities at the end of the year stood at Rs. 112·15 lakhs the Ahmedabad Municipality alone being responsible for over Rs. 58 lakhs.

The Kurla Municipality which was superseded from November, 1934, was restored during the year. The Pandharpur Municipality was superseded from June, 1939, and a Committee was appointed to manage its affairs. The superseded Ashta Municipality was re-established from November, 1939, while the superseded Sangamner and Hubli Municipalities continued to be managed by Administrators appointed by the Commissioners of the respective divisions.

The reports on the administration of municipalities in the Province for the year 1938–39 indicate no sign of improvement in the municipal administration as a whole.

The Municipalities are in general still dominated by personalities instead of being run on sound democratic principles with well defined policies. Partly owing to inadequate finances and partly to the lack of progressive outlook and sincere spirit of disinterested public service, few municipalities have evinced an inclination to tackle the more serious of their civic problems. If private or communal interests influence civic administration, any amount of advice given with a view to improving the general tone of such administration will not produce substantial results. Indifference in the matter of providing even the essential civic amenities to the rate-payer is in evidence in many places. The contentment of the rate-payer even with a relatively low standard of municipal service is in no small measure responsible for this stagnant state of affairs.

Councillors in many cases displayed an utter disregard of their duties and responsibilities and the result was that the administration of many municipalities continued in a state of chronic disorder or apathy. The smaller the size of the body, the greater were the apathy and disregard of the advice of the controlling officers.

Another disappointing feature was the absence of co-ordination between the majority and minority parties in a Board. Personal differences were the basis for the formation of various parties rather than principle, with the result that minority members were systematically excluded from the executive and other committees.

The municipalities were generally alive to the needs of the Harijans. Equal facilities were accorded to them in matters of education, water supply and other amenities. Municipalities in the Northern Division were beginning to realise that steps must be taken to allow their Harijan servants permanency of service and the same benefits as are given to other classes of employees. In the Southern Division, with one or two exceptions, all municipalities gave attention to ameliorating the conditions of service of Harijan employees.

BOMBAY MUNICIPALITY

The income of the Bombay Municipality during the year was Rs. 346·56 lakhs, against Rs. 347·67 lakhs in the previous year, while the expenditure was Rs. 347·44 lakhs, against Rs. 334·84 lakhs. The year thus ended with a deficit of Rs. 0·88 lakhs. The incidence of taxation per head was Rs. 24-11-7 against Rs. 25-0-6 for the preceding year. Expenditure on capital works amounted to Rs. 54·33 lakhs. A loan of Rs. 54 lakhs was raised during the year at 3 per cent. interest per annum

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with 30 years' currency and 3 per cent. sinking fund basis, the loan being wholly reserved for investment of the Municipal Sinking and Special Funds. Advances were taken from the Special Funds to finance the expenditure on capital works. Reduction of debt amounted to Rs. 60·76 lakhs. The loan liabilities of the Corporation at the close of the year stood at Rs. 1,566·25 lakhs. The actual value of the total sinking fund investments on March 31, 1940, was Rs. 350·87 lakhs. The rates of taxation were the same as in the previous year. The net demand in respect of property taxes was Rs. 299·24 lakhs and collection Rs. 260·93 lakhs, leaving an outstanding of Rs. 38·31 lakhs at the close of the year. The total number of municipal plots disposed of during the year was 49, comprising an area of 27,247·94 square yards and having a capital value of Rs. 4·71 lakhs.

The income in respect of improvement schemes increased from Rs. 101·31 lakhs to Rs. 104·33 lakhs and the expenditure also rose from Rs. 99·04 lakhs to Rs. 99·72 lakhs. Expenditure on capital works amounted to Rs. 8·82 lakhs. No loan was raised during the year. Reduction of debt amounted to Rs. 4·59 lakhs. The loan liabilities of the improvement schemes at the close of the year stood at Rs. 1,642·15 lakhs. The value of the total sinking fund investments on March 31, 1940, amounted to Rs. 261·22 lakhs. The area of permanently leased land increased during the year from 3,591,000 square yards to 3,711,000 square yards but the rent in respect thereof decreased from Rs. 30·5 lakhs to Rs. 30·1 lakhs. The area of developed land remaining to be leased was 1,040,000 square yards. The number of plots let during the year was 121, comprising an area of 27 acres and valued at Rs. 16·31 lakhs. Seven plots were sold outright for Rs. 56,566 and 11 were resumed.

The total quantity of water supplied to the city from Tansa and Vehar lakes was 35,880 million gallons, while 203 million gallons from Tulsi were exclusively supplied to the suburbs. The average daily supply was 98·65 million gallons. The fire brigade answered 487 calls, against 557 in the previous year. Of these, 313 were in respect of actual fires and 60 were false alarms. The estimated loss of property on account of these fires amounted to Rs. 25·44 lakhs.

Primary education continued to make progress during the year. The number of municipal schools increased from 349 to 362 and the number of pupils in them from 87,598 to 105,979.

The total number of ordinary teachers was 2,933 against 2,384 of last year, the average number of pupils per teacher being 36·1. The total expenditure amounted to Rs. 36·89 lakhs, the average cost per pupil being Rs. 35.

The number of live births registered during the year was 37,822, the rate of birth being 32·6 per 1,000 population against 31·6 for the previous year. The total number of deaths was 30,520, against 35,999 in the last year, the death rate being 26·3 per 1,000 population. Mortality among infants under one year of age was 8,008, against 9,801 in the previous year, giving a rate of 211·7 per 1,000 births registered.

LOCAL BOARD ADMINISTRATION

Every Local Board is presided over by a president who is elected from among the elected members of the Board. A vice-president is similarly elected. The Taluka Local Boards were abolished with effect from 1st April, 1938, and the District Local Boards were reconstituted and all seats were made elective with special reservations for Harijans, backward tribes and women. The boards have the power to levy, with the sanction of the Commissioner, any tax, other than a toll on vehicles and animals, which the Provincial Legislature has power, under the Government of India Act, 1935, to impose on the Province. The Bombay Local Boards Act, 1923, was amended in 1938 with a view to helping the district local boards to recover octroi on goods imported within their limits. In addition, considerable grants are made by Government for education, the improvement of communications, water supply, village sanitation, and the proper equipment and maintenance of dispensaries and on account of abolition of tolls.

In 1939–40, Government's contribution to the expenditure of local boards under the heads Medical and Civil Works compared with the total expenditure under the respective heads was as shown below :—

	Government contribution	Total expenditure
	Rs.	Rs.
Medical	1,50,110	9,73,150
Civil Works	14,86,798	37,45,580

The greater part of the revenue is usually spent by the District Boards on works of general utility to the whole district. At least one-third of the net revenue from the local fund cess on water rate must be spent on education.

The total number of District Local Boards was 20 and the total membership was 822.

The aggregate income of the Boards excluding the opening balance was Rs. 177·04 lakhs. The incidence of taxation was highest in Broach (Re. 0–9–8) and lowest in Panch Mahals (Re. 0–1–0). The total expenditure was Rs. 178·07 lakhs. The expenditure in the Northern Division on education was Rs. 31·32 lakhs, on medical treatment Rs. 3·03 lakhs and on civil works Rs. 12·26 lakhs. The corresponding figures for the Central Division were Rs. 53·40 lakhs, Rs. 4·0 lakhs and Rs. 16·42 lakhs and for the Southern Division, Rs. 34·97 lakhs, Rs. 2·71 lakhs and Rs. 8·78 lakhs.

The administration of the Local Boards in the Northern Division was, on the whole, satisfactory. The audit notes, however, revealed the usual irregularities such as irregular payment of travelling allowance, absence of and deviations from the sanctioned programme of works, slackness of supervision over the execution of works, keeping back of receipts of collection of pound fees and payment of money without obtaining receipts from payees.

Marked changes were introduced in the sphere of primary education. The Government took over the work of supervision by transferring the posts of administrative officers and supervisors to the Educational Department. Smaller units of educational administration were abolished by vesting the control of schools of the non-local authority municipalities in the Local Board. The number of schools increased in all districts except Kaira. Many incomplete school buildings were completed and the construction of new ones was undertaken. It was encouraging that Boards, especially Broach and Thana, evinced interest in physical training. The Broach Board spent about Rs. 2,500 on equipment for this purpose and decided to employ an instructor. The Board also took a census of all school-going children and submitted proposals for the introduction of compulsory primary education to the Government.

Some Boards were interested in providing libraries and reading rooms. The Ahmedabad Board started 100 reading rooms in villages which contributed Rs. 10 each as their quota. The Broach Board started 79 reading rooms and Surat has now 390 Sir Purshottamdas Thakurdas libraries.

All the Boards continued to take advantage of the rural medical relief scheme and the scheme for appointment of nurses and midwives, provided by the Government.

In the Central Division, the improvement in the administration of the East Khandesh Local Board was

satisfactory. In Nasik, however, the administration deteriorated, owing chiefly to the factiousness of the parties composing the Board and the Government was compelled to ask the Board to show cause why it should not be superseded. In Sholapur, too, the spirit of faction had an adverse effect on the activities of the Board but there were signs that the Board was adopting a more courageous and responsible attitude towards its difficulties.

All the Boards continued to take practical interest in encouraging education among the intermediate and depressed classes by the grant of scholarships and other facilities. The Government's scheme of encouraging local authorities to construct school buildings was further liberalised by lowering the contribution of the Local Boards from an equal amount to half. With this end in view, the Government appointed District Building Committees with the Educational Inspectors as chairmen. The starting of basic schools in the districts of Ahmednagar and Sholapur was another feature.

The West Khandesh Board continued its co-operation with the District Rural Development Board and sanctioned a grant of Rs. 500 for the Village Improvement Week, which was celebrated with great success by the villagers and the Rural Development Board.

In the Southern Division, the year was one of unspectacular progress. There were no serious irregularities. Epidemics and epizootics were successfully combated wherever they broke out, though the problem of malaria, which is specially severe in Kanara and the adjoining areas of Dharwar and Belgaum districts, in no way abated.

The number of primary schools rose in all districts but the working of village *panchayats* was not very satisfactory owing to inadequate finances and unwillingness to collect taxes.

CHAPTER IX

COLLECTION OF REVENUE AND FINANCIAL REVIEW

THE Revenue Administration of the Province of Bombay is carried on by the following officers working under the orders of Government :—

Three Commissioners, 19 Collectors and a varying number of Assistant Collectors. All these officers, with the exception of seven holding the position of Collectors, who belong to the Bombay (Provincial) Civil Service, are members of the Covenanted Civil Service. In addition to the officers mentioned above, there are 36 Deputy Collectors. They are divided for purposes of pay into two grades and are generally District Deputy Collectors in charge of revenue sub-divisions of districts, or Assistant Commissioners or Personal Assistants to Collectors.

A Collectorate contains on an average ten talukas each of which comprises about one hundred Government villages, that is, villages that are not alienated and the total revenues of which belong to the State. Each village has its regular complement of officers, a large number of whom are hereditary. The officers on whose services Government in the Province is mainly dependent are the patil, who is the head of the village for both revenue and police purposes ; the talati or the kulkarni, who is the clerk and accountant ; the mahar, who is a kind of beadle ; and the watchman. The patil and the kulkarni either hold a certain quantity of land on concessional and fixed quit rent or are remunerated by a cash payment equivalent to a certain percentage on the collections.

The mahar and the watchman, in common with other village servants, also hold land on more or less favourable terms as regards assessment, and receive in addition grain and other payments in kind from the villagers. The remaining servants are the carpenter, blacksmith, potter, barber, and others whose services are necessary to the community. A village is for Government or social purposes complete in itself, so its revenue accounts are simple but complete. They are based on the Record of Rights. Every plot of land held by an occupant is separately measured, assessed and entered in the Record in the name of the person or persons in actual possession of it. The land revenue demand is based on this Record which is thus both a Record of Rights as well as of liability.

In charge of each taluka of a Collectorate there is an officer termed MAMLATDAR.

AN ASSISTANT OR DEPUTY COLLECTOR is placed in revenue charge of a sub-division which contains on an average four talukas.

THE COLLECTOR AND DISTRICT MAGISTRATE is in charge of the whole district. Besides superintending the realisation of the land revenue, the duties of administering the collection of excise and other special taxes and of supervising the stamp revenue devolve upon the Collector as executive head of the district.

THE REVENUE COMMISSIONERS, of whom there are three in the Province, exercise a general superintendence and control over the revenue administration of the districts in their charge.

ACCOUNTS FOR 1939-40

The year under report proved better than anticipated. The ordinary receipts improved by Rs. 24½ lakhs, mainly due to increase over the estimates under Provincial Excise, Income Tax and Land Revenue, partly counterbalanced by a decrease under other heads, particularly under Stamps, Other Taxes and Duties and Civil Works. The ordinary expenditure for the year, exclusive of Rs. 25 lakhs transferred to the Special Development Fund, was less by Rs. 35·58 lakhs due mainly to savings under Civil Works (Education, Industries, Irrigation and Public Health). The net result was a betterment of Rs. 35 lakhs, converting the anticipated revenue deficit of Rs. 4 lakhs in the estimates into a surplus of about Rs. 31 lakhs in the final accounts.

Prohibition measures, introduced in 1938–39 in some parts of the Province, were further extended in 1939–40, notably to the City of Bombay with effect from August, 1, 1939. As a result, there was a further fall in revenue of Rs. 88 lakhs in 1939–40 as compared with 1938–39. The total loss due to prohibition measures in 1939–40 amounted to Rs. 118 lakhs. To cover this gap in the excise revenue and for the expansion of nation-building activities the following measures of taxation were adopted :—(1) Increase in the electricity duty, (2) increase in the stamp duty on conveyances of immoveable property in urban areas, (3) urban immoveable property tax, (4) a sales tax on motor spirits, and (5) a tax on prize competitions.

The Special Development Fund, created at the end of 1938–39 by the transfer of Rs. 50 lakhs from the revenue surplus of

the past years and to be utilised for approved non-recurring development schemes of agriculture, education, public health, etc., was further augmented by Rs. 25 lakhs during the year. The balance in the fund at the end of 1939–40, stood at Rs. 59·36 lakhs.

Principal Heads of Revenue.—The share of income tax receipts allocated to Bombay in 1939–40 under paragraphs 5 and 6 of the Government of India (Distribution of Revenues) Order, 1936 as subsequently amended, exceeded by nearly Rs. 26 lakhs the amount received in the previous year.

Land Revenue showed a decrease of Rs. 11 lakhs as compared with the receipts in 1938–39, which, however, included collections of large arrears of the previous year.

The excise revenue fell by Rs. 87·65 lakhs on account of the introduction of prohibition.

The revenue under "Stamps" showed a decrease of nearly Rs. 5½ lakhs, due partly to smaller receipts from probate fees and partly to a fall in litigation.

The decrease in forest receipts amounted to Rs. 2 lakhs, mainly under receipts from timber and other produce removed from the forests by consumers or purchasers.

There was a fall of over Rs. 3½ lakhs in the receipts from Motor Vehicles Acts, mainly due to postponement of recoveries, normally due in March to April owing to decentralisation of records consequent on the establishment of Regional Transport Authorities and also to a decrease, as a result of the war conditions, in the number of taxable motor vehicles.

The increase of Rs. 130 lakhs under "Other Taxes and Duties" was mainly due to the new taxation measures introduced in 1939–40 to cover the gap in excise revenue, as follows:—(1) Urban immoveable property tax Rs. 101 lakhs, (2) sales tax Rs. 10 lakhs, (3) tax on prize competitions Rs. 1¼ lakh, (4) increase in electricity duty Rs. 14¼ lakhs, (5) increase in taxes on luxuries, etc., Rs. 2½ lakhs and (6) increase of over Rs. 1 lakh under receipts from tobacco duties.

The increase of Rs. 10 lakhs under Irrigation includes Rs. 5·7 lakhs on account of transfer from the Special Development Fund. The *pro rata* share of the ordinary establishment charges of the Public Works Department has fallen by about Rs. 2 lakhs. The real increase in revenue is thus Rs. 2 lakhs due to the extended activities of the sugar factories.

The loans given to the Bombay Municipal Corporation are repaid in equated annual instalments of principal and interest. Under this system the interest charges go on falling from year to year with a corresponding increase in the repayments of principal. The decrease on this account is about Rs. 2·36 lakhs, which is counterbalanced by the increase in interest from temporary investment of provincial balances.

The total receipts under "Civil Administration" showed a net increase of nearly Rs. 18½ lakhs, mainly made up of increases under "Administration of Justice" "Education", "Public Health" and "Co-operation". The increase under "Administration of Justice" was due to the credit, to Government account, of fines, previously credited to local bodies direct. The large increases under "Education" and "Public Health" mainly represent transfers from the Special Development Fund for expenditure on the construction of buildings for primary schools and on village water supply. The increase under "Co-operation" was due to the decision, as a result of the reorganisation of Departments connected with rural uplift, to provide for schemes of economic development and improvement of rural areas under "Co-operation" instead of under "General Administration", "Agriculture" and "Industries".

Under "Civil Works," including the Bombay Development Scheme, the receipts showed a net betterment of half a lakh, made up of a decrease of Rs. 3 lakhs under "Civil Works" due to a smaller transfer from the Central Road Development Account counter-balanced by an increase of Rs. 3½ lakhs under the "Bombay Development Scheme", due to increase in occupancies in the tenements in the Development chawls.

Under "Miscellaneous" there was a small increase of less than a quarter of a lakh, made up of an increase of Rs. 1½ lakh under the head "XLVI—Miscellaneous" counterbalanced by worsening under other heads. The increase was mainly due to larger recoveries of over-payments and collection of payments for services rendered offset by the accounting of the credit of Rs. 1·27 lakh in respect of schemes of economic development and improvement of rural areas under "Co-operation" instead of under this head.

There was a fall of nearly Rs. 4 lakhs in receipts under "LI—Extraordinary Receipts". The figures under this head are liable to wide fluctuations. The receipts for 1939–40 consisted mainly of (1) sale proceeds of land sold to the Government of India for widening the flying gap at Juhu Aerodrome and

(2) credit of accumulated interest on accounts in the hands of the Court Receiver and Liquidator together with interest on investment of certain High Court deposits.

Expenditure.—The decrease of Rs. 4 lakhs under "8, Provincial Excise" was due chiefly to (1) reduced expenditure on contingencies in the Nasik Distillery, a smaller quantity of opium purchased for the Provincial Excise Department and a decrease in compensation payable to certain States.

The fall of Rs. 3½ lakhs under "12, Charges on account of Motor Vehicles Acts" was due to a smaller amount being available for transfer to the Provincial Road Fund owing to less receipts under the Provincial Motor Vehicles Taxation Acts.

The increase in expenditure on irrigation works was on account of minor irrigation works, including works undertaken to relieve scarcity conditions.

The decrease under "Interest" is partly counter-balanced by an increase under "Appropriation for Reduction or Avoidance of Debt". The former is the cumulative result of (1) decrease in interest payable on the consolidated debt and (2) increase in interest on Special Loans and State Provident Funds, etc. The increase under "Appropriation for Reduction or Avoidance of Debt" is due to the fact that the system of repayment by equated annual instalments of principal and interest results in increase in repayments of principal from year to year with a corresponding decrease in interest charges.

Under "Civil Administration" there was a net increase of Rs. 25 lakhs, the variations being mainly under the following heads:—The head "25, General Administration" showed a decrease of Rs. 2 lakhs mainly on account of the decision to record expenditure on economic development and improvement of rural areas under "42, Co-operation" instead of under "25, General Administration" from the year 1939-40.

The increase of nearly Rs. 7 lakhs under "29, Police" was due to additional expenditure on Prohibition Police in Bombay City.

The expenditure under "Education" in 1939-40 was larger by Rs. 9½ lakhs than in 1938-39. Of this, primary education accounted for Rs. 4 lakhs, due to additional grants for expansion of primary education and construction of primary school buildings. An increase of Rs. 3 lakhs was due to expenditure on the expansion of the existing training institutions and on

grants for adult education, on gymnasia and on physical education; and the balance of Rs. 2 lakhs was under general education due to strengthening of the existing Government inspecting staff.

The transfer of some staff to the newly organised Co-operative and Rural Development Department accounted for a saving of nearly Rs. 3 lakhs under "40, Agriculture" and a corresponding excess under "42, Co-operation" out of a total excess of Rs. 9½ lakhs under the latter head. The remaining excess of Rs. 6½ lakhs under "42, Co-operation" was on account of the expenditure on the expansion of rural development activities and transfer of some schemes from "43, Industries".

The increase of Rs. 3 lakhs under "47, Miscellaneous Departments" was mainly due to the payment of a larger recurring grant and a non-recurring block grant of Rs. 2 lakhs to the Children's Aid Society, Bombay, for the construction of a Children's Home at Chembur and to increased expenditure on scholarships to backward class students.

Under "Miscellaneous" there was a net decrease of Rs. 18 lakhs made up of an increase of Rs. 5 lakhs under "55, Superannuation Allowances and Pensions" and of Rs. 1 lakh under "63, Extraordinary Charges" and a decrease of Rs. 4 lakhs under "54, Famine" and of Rs. 20 lakhs under "57, Miscellaneous". The increase of Rs. 5 lakhs under "55, Superannuation, etc." was due to the growth of expenditure on superannuation and retired allowances, accelerated, to some extent, by the decision that ministerial servants should retire on attaining the age of 55. The increase under "63, Extraordinary Charges" was mainly due to the expenditure on repurchase of lands forfeited during the civil disobedience movement. The decrease under "54, Famine" was due to a better agricultural season. The expenditure under "57, Miscellaneous" was lower by Rs. 20 lakhs owing to the transfer of only Rs. 25 lakhs to the deposit account of the Special Development Fund as against Rs. 50 lakhs in 1938-39, counterbalanced by the writing-off of tagai debts amounting to nearly Rs. 2 lakhs in 1939-40 and payment of more than Rs. 2 lakhs to local bodies as compensation for revenue credited to Government.

Debt Section.—In the year under review no loans were taken from the Government of India and the capital expenditure during the year was met from the balances. An amount of Rs. 25 lakhs was deposited in the Special Development Fund.

Statement showing Receipts in 1938–39 and 1939–40

(Figures in thousands of Rupees)

Principal Heads of Revenue	1938–39	1939–40
IV—Taxes on Income other than Corporation Tax	30,00	55,80
VII—Land Revenue	3,54,62	3,43,20
VIII—Provincial Excise	2,89,78	2,02,13
IX—Stamps	1,44,36	1,38,93
X—Forest	40,60	38,61
XI—Registration	14,41	13,77
XII—Receipts under Motor Vehicles Acts	45,39	41,78
XIII—Other Taxes and Duties ..	63,96	1,94,03
Total ..	9,83,12	10,28,25
Irrigation, etc.		
XVII—Irrigation	15,34	19,38
XVIII—Irrigation	6,59	12,75
Total ..	21,93	32,13
Debt Services		
XX—Interest	72,21	71,03
Civil Administration		
XXI—Administration of Justice ..	15,27	16,83
XXII—Jails and Convict Settlements ..	4,24	4,07
XXIII—Police	9,32	9,86
XXVI—Education	15,83	22,97
XXVII—Medical	14,64	15,15
XXVIII—Public Health	19,85	27,29
XXIX—Agriculture	3,47	4,27
XXX—Veterinary	37	39
XXXI—Co-operation	1,95	3,26
XXXII—Industries	5,02	4,42
XXXVI—Miscellaneous Departments ..	1,89	1,80
Total ..	91,85	1,10,31

(Figures in thousands of Rupees)

Civil Works

Principal Heads of Revenue	1938–39	1939–40
XXXIX—Civil Works	40,08	37,02
XL—Bombay Development Scheme ..	8,29	11,90
XLI—Receipts from Electricity Schemes	....	....
Total ..	48,37	48,92

Miscellaneous

XLIII—Transfers from Famine Relief Fund	2,22	1,89
XLIV—Receipts in aid of Superannuation.	8,51	7,81
XLV—Stationery and Printing ..	3,63	3,30
XLVI—Miscellaneous	5,63	7,20
Total ..	19,99	20,20
L—Miscellaneous adjustments between Central and Provincial Governments	28	25
LI—Extraordinary Receipts ..	6,84	3,14
Total, Revenue Section ..	12,44,59	13,14,23

DEBT HEADS

N. Public Debt

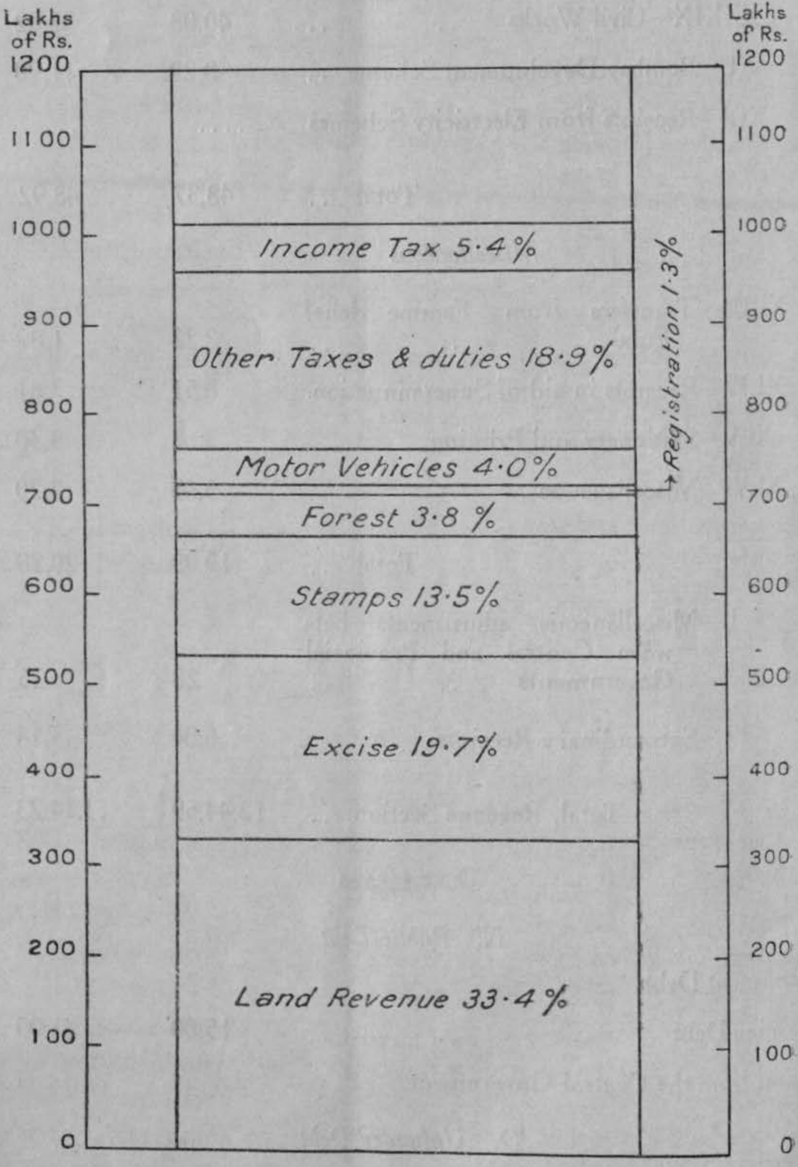
Permanent Debt	....	....
Floating Debt	15,00	41,00
Loans from the Central Government ..	....	....

O. Unfunded Debt

State Provident Funds	58,06	57,15
Special Loans	....	13,50

No. I.

Distribution of Principal Heads of Revenue for the Year 1939-40.



Note :- The percentages shown in the diagram are percentages of the total of the eight principal revenue heads and not of the total revenue of the province.

(Figures in thousands of Rupees)

P. Deposits and Advances

Principal Heads of Revenue	1938-39	1939-40
Famine Relief Fund	3,89	2,19
Appropriation for reduction or avoidance of Debt	6,27	6,86
Provincial Road Fund	21,51	23,41
Special Development Fund	50,00	25,00
Transfers from Famine Relief Fund ..	....	....
Depreciation Reserve Fund—Government Presses	23	23
Deposits of depreciation reserve of commercial concerns (Nasik Distillery)	20	7,88
Deposits of Local Funds	3,32,21	3,21,15
Departmental and Judicial Deposits—		
Civil Deposits	5,55,11	5,32,82
Other Accounts	33,78	26,10
Advances repayable	18,00	18,86
Permanent advances	8	3
Accounts with Foreign Governments and Indian States	....	....
Accounts with the Government of Burma ..	58	1,10
Accounts with the Reserve Bank.. ..	2,03	2,20
Suspense Accounts	5,45,31	6,58,07
Cheques and Bills	2,93,50	3,16,69
Departmental and similar Accounts ..	96	50
Miscellaneous Government Account ..	....	....
R. Loans and Advances by Provincial Government	62,31	66,59
S. Remittances		
Cash remittances and adjustments between officers rendering accounts to the same Accountant General	13,61,19	14,07,98
Remittances by Bills	3,84,12	4,34,95
Adjusting account between Central and Provincial Governments	1,91,36	2,63,23
Inter-Provincial Suspense	21,84	20,09
Adjusting account with Railways ..	....	49,76
Total, Debt Heads ..	39,57,54	42,97,34
Total, Receipts ..	52,02,13	56,11,57
Opening Balance	71,47	77,78
Grand Total ..	52,73,60	56,89,35

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Statement showing Expenditure in 1938–39 and 1939–40

(Figures in thousands of Rupees)

Direct Demands on Revenue	1938-39	1939-40
7, Land Revenue	66,76	66,66
8, Provincial Excise	40,65	36,68
9, Stamps	1,94	1,95
10, Forest	26,87	26,30
11, Registration	5,35	5,29
12, Charges on account of Motor Vehicles Acts	21,24	17,74
13, Other Taxes and Duties	13,73	13,19
Total ..	1,76,54	1,67,81

Irrigation Revenue Account and Capital Account within the Revenue Account

17, Irrigation (Interest)	41,67	41,69
18, Irrigation	9,30	10,46
18 (1), Other Revenue Expenditure ..	....	1,24
Total ..	50,97	53,39

Debt Services

22, Interest	1,19,55	1,18,44
23, Appropriation for reduction or avoidance of Debt	6,27	6,86
Total ..	1,25,82	1,25,30

Civil Administration

25, General Administration	80,91	78,78
27, Administration of Justice	66,53	66,43
28, Jails and Convict Settlements ..	16,33	16,83
29, Police	1,43,70	1,50,31
30, Ports and Pilotage	2	4
36, Scientific Departments	1,03	1,14
37, Education	1,90,64	2,00,17
38, Medical	45,33	46,39
39, Public Health	27,54	28,10
40, Agriculture	14,80	11,99
41, Veterinary	4,10	4,40
42, Co-operation	6,14	15,76
43, Industries	8,92	7,65
47, Miscellaneous Departments	8,34	11,74
Total ..	6,14,33	6,39,73

(Figures in thousands of Rupees)

Civil Works

Direct Demands on Revenue	1938-39	1939-40
50, Civil Works	1,13,09	1,12,80
51, Bombay Development Scheme ..	9,96	9,77
53, Capital Outlay on Electricity Schemes ..	....	3,71
Total ..	1,23,05	1,26,28

Miscellaneous

54, Famine	4,76	66
55, Superannuation Allowances and Pensions	1,15,16	1,20,39
55-A, Commutation of Pensions financed from Ordinary Revenues	5	4
56, Stationery and Printing	12,57	12,67
57, Miscellaneous	55,97	35,60
63, Extraordinary charges	36	1,39
Total ..	1,88,87	1,70,75
Total, Expenditure on Revenue Account ..	12,79,58	12,83,26

Capital Account Outside the Revenue Account

68, Construction of Irrigation, Navigation, Embankment and Drainage Works ..	91	42
70, Capital Outlay on Improvement of Public Health	1,13	74
80, Bombay Development Scheme ..	1,88	—56
83, Payments of Commuted Value of Pensions	3,76	4,01
85, Payments to Retrenched Personnel ..	—30	....
Total, Capital Account Outside the Revenue Account	7,38	4,61

Debt Heads

N. Public Debt

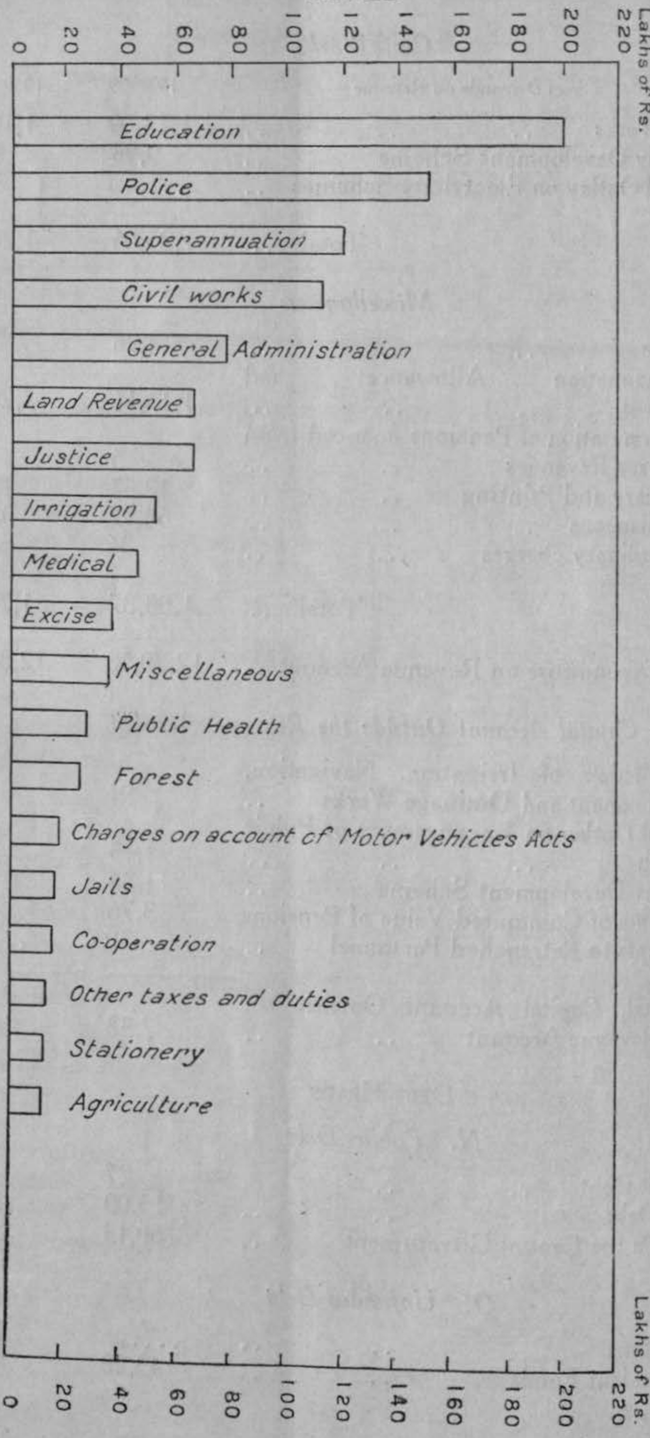
Permanent Debt	27	23
Floating Debt	15,00	41,00
Loans from the Central Government ..	60,13	62,32

O. Unfunded Debt

Special Loans	....	12,00
State Provident Funds	43,20	47,89

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No. II



Distribution of Principal Heads of Expenditure for the Year 1939-40.

(Figures in thousands of Rupees)

P. Deposits and Advances

Direct Demands on Revenue	1938-39	1939-40
Famine Relief Fund	4,90	3,58
Appropriation for reduction or avoidance of Debt	....	....
Provincial Road Fund	20,51	9,19
Special Development Fund	....	15,64
Depreciation Reserve Fund—Government Presses	37	20
Deposits of Depreciation Reserve of Commercial Concerns (Nasik Distillery) ..	5,23	7,72
Deposits of Local Funds	3,27,20	3,25,92
Departmental and Judicial Deposits—		
Civil Deposits	5,39,81	5,12,97
Other Accounts	33,05	31,42
Advances Repayable	18,11	18,73
Permanent Advances	5	7
Accounts with Foreign Governments and Indian States	....	....
Accounts with the Government of Burma ..	58	1,10
Accounts with the Reserve Bank.. ..	2,30	3,54
Suspense Account	5,80,03	7,40,95
Cheques and Bills	2,91,29	3,14,03
Departmental and similar accounts ..	94	67
Miscellaneous Government account ..	....	....
R. Loans and Advances by Provincial Government	9,27	10,74
S. Remittances		
Cash remittances and adjustments between officers rendering accounts to the same Accountant General	13,59,35	14,06,00
Remittances by Bills	3,84,33	4,34,13
Adjusting Account between Central and Provincial Government	1,91,09	2,62,46
Inter-Provincial Suspense Account ..	21,85	20,06
Adjusting Account with Railways ..	....	49,76
Total Debt Heads ..	39,08,86	43,32,32
Total Expenditure ..	51,95,82	56,20,19
Closing Balance	77,78	69,16
Grand Total ..	52,73,60	56,89,35

PUBLIC WORKS REVENUE

The Public Works revenue during the year amounted to Rs. 37·02 lakhs, the receipts being Rs. 31·21 lakhs realised from the Public Works Department and Rs. 5·81 lakhs from the Civil Departments. The amount transferred from the Central Road Development Fund was Rs. 26·92 lakhs.

LAND REVENUE

(Figures in lakhs of Rupees)

—	Demand	Collections	Suspensions	Remissions
Northern Division	143·17	91·42	32·98	17·37
Central Division	191·04	170·10	18·34	1·89
Southern Division	140·30	108·52	28·45	2·93
Bombay Collectorate	10·34	9·59	..	..
Total ..	484·85	379·63	79·77	22·19

EXCISE

A steep decline in the consumption of liquors and drugs, a decrease of Rs. 88·06 lakhs in excise revenue and an increase in offences against the excise law were the features of the working of the Bombay Excise Department for 1939–40. These results are mainly attributed to the introduction of prohibition measures.

Prohibition was introduced into the Town and Island of Bombay, the Bombay Suburban district and that part of the Thana mahal which is encircled by the Thana-Bassein creek from August 1, 1939. All country liquor, toddy, hemp drugs and opium shops were closed. The import or transport into the area of country liquor was forbidden except for sacremental purposes. The possession of foreign liquor, including tonic wines, *arishtas*, *asavas* and the like was prohibited, except under a permit or a prescription from a registered medical practitioner or approved practitioner. The possession of any quantity of *ganja*, *bhang* or opium was likewise prohibited except under a permit or licence.

Two committees were appointed, one for recommending the grant of foreign liquor permits to persons of non-Indian

domicile, and the other, consisting of eminent doctors in Bombay, for recommending the grant of foreign liquor permits to Indians on grounds of health. The number of such permits granted was 16,506 and 6,337 respectively. A Government doctor was appointed at the J. J. Hospital to examine applicants and to make recommendations for the grant of drug permits. The number of drug permits issued was 6,899. The features of the prohibition areas in other parts of the Province were generally similar to those of the Bombay area.

There was a decrease of 280,000 proof gallons in the consumption of country spirit—mainly in Bombay City and in the districts of Ahmedabad, Broach, Bombay Suburban, Kanara and Ahmednagar where prohibition measures were introduced. The consumption of toddy dropped by 2,761,000 proof gallons, of fermented foreign liquors by 350,213 bulk gallons, of wines by 9,593 bulk gallons, of potable spirits by 33,326 bulk gallons, and of non-potable by 67,226 bulk gallons. Opium consumption fell by 2,228 seers, ganja by 5,471 seers, bhang by 2,305 seers, and charas by 4,694 seers.

There was, however, a big increase in the consumption of country liquor in the tracts abutting upon the Bombay Prohibition Area in the south and west. On Saturdays and Sundays, particularly, large numbers of persons belonging to the classes who form the chief consumers of country liquor went by steamer across the harbour to Mora, in the Uran Petha in the Kolaba district, and by train or motor omnibus to such places as Kalyan, Bhiwandi and Bassein in the west of Thana district. Special Excise arrangements were found necessary in both south and west to deal with this increased consumption.

The total number of excise offences detected (exclusive of those dealt with by the Bombay City Police) was 8,714, against 7,857 in the previous year. The number of cases of illicit distillation detected in the Town and Island of Bombay was 102 against five in the previous year. Cases under "illicit importation, exportation and transportation" increased from 407 to 426. Those under "illicit possession" increased from 1,840 to 2,564 and those under "unlicensed sale" decreased from 134 to 106. Cases under "other miscellaneous offences" decreased from 998 to 601. Convictions for drunkenness numbered 2,656 against 2,661. Of these 864 occured in Bombay City against 1,422 in the preceding year. The number of cases relating to hemp drugs increased to 1,921 against 899.

The increase was mainly in the Town and Island of Bombay, the districts of Ahmedabad, Ahmednagar and Kanara. The number of opium cases was 1,358 against 688 in the previous year.

The gross excise revenue decreased from Rs. 287·22 lakhs to Rs. 199·16 lakhs, there being a decrease under all heads of excise revenue except under commercial spirits and miscellaneous. The rationing system was continued for country spirit except in parts of Kolaba, Broach and Panch Mahals, Nasik and West Khandesh districts, where the fixed fee system was in operation. The total rations for the Province was the same as for the previous year. The revenue under country spirit decreased from Rs. 136·66 lakhs to Rs. 85·29 lakhs and consumption from 9,94,783 proof gallons to 7,15,091 proof gallons.

The revenue under toddy also decreased from Rs. 61·85 lakhs to Rs. 43·02 lakhs and consumption to 12,332,000 gallons, a decrease of 2,761,000 gallons. The total number of trees licensed to be tapped was 370,000, against 414,000 in the previous year. The All-India Village Industries Association was permitted to tap 400 trees in Thana district for the manufacture of *gul* from toddy.

The total revenue under foreign liquors dropped from Rs. 28·50 lakhs to Rs. 24·28 lakhs, while the revenue from intoxicating drugs other than opium amounted to Rs. 10·47 lakhs, against Rs. 15·67 lakhs in the previous year. The opium revenue decreased from Rs. 17·33 lakhs to Rs. 14·33 lakhs.

The expenditure for the year, exclusive of compensation paid to Indian States, in respect of *abakari* and hemp drug leases, was Rs. 31·44 lakhs, against Rs. 35·33 lakhs of the preceding year.

CHAPTER X

INSTRUCTION

THE control of Public Instruction of all kinds is exercised by Government chiefly through the Director of Public Instruction. In the case of art and industrial and technical education, however, the control is exercised through the Director, Sir J. J. School of Art, and the Director of Industries, respectively. Questions relating to higher education are dealt with directly by Government through the University. The four Divisional Inspectors are directly responsible to the Director of Public Instruction for the supervision of all Primary schools, the administrative control of all Government institutions (except colleges) and the control and inspection of all secondary schools (excluding European and English-teaching schools), training institutions for primary teachers and other special schools under the Educational Department. There is a special Inspector responsible for the control and inspection of all European and English-teaching schools.

The University alone has the power of conferring degrees recognised by Government. It also provides facilities for post-graduate teaching. Affiliated to the University are the colleges, which prepare students for the University examinations.

The Royal Institute of Science, Bombay, opened in 1920, provides facilities for post-graduate research work in science in addition to the ordinary degree courses in science.

Below the colleges come the high schools, usually at least one, either Government or aided, at the head-quarter town of each district. These prepare pupils for the Matriculation examination which is now controlled directly by the University.

Side by side with the high schools there are the middle schools which teach the first few standards only of the secondary school course of seven standards. There are also in some places separate high and middle schools for girls.

Below the secondary schools are a large number of primary schools both for boys and girls in which instruction is given in the regional languages to the vast mass of the people.

Basic education has been introduced in the lower classes of a few primary schools in the Province as an experimental measure.

There are also institutions for the training of teachers for both secondary and primary schools maintained by the Government, viz., the Secondary Training Colleges at Bombay and Belgaum and the Primary Training Colleges at Ahmedabad, Poona, Dhulia, Dharwar, Bordi, Surat and Ratnagiri for men and at Poona, Ahmedabad and Dharwar for women. There are in addition, three Basic Training Centres at Loni, Katargaon and Dharwar and a Physical Training Institute at Kandivli.

For technical and industrial education, there are the Sir J. J. School of Art, Bombay, and the Reay Art Workshops attached to it, the V. J. Technical Institute, Bombay, which is now recognised as the central technological institution for the Province, the workshop classes of the College of Engineering, Poona, and a number of technical and industrial schools. There are also a number of special commercial, agricultural, technical and medical schools and schools for defectives.

The inspection of all recognised educational institutions is now in the hands of Government—including primary schools, which prior to 1938 were inspected by the supervising staff of Local Authorities.

The general control of technical and industrial education lies with a Committee of Direction composed of officials and non-officials. The Government has constituted the Board of Secondary Education, the Board of Physical Education, the Board of Adult Education, the Provincial Board of Primary Education, the Provincial Board for Education in Hindustani, the Advisory Committee for Basic Education and the Provincial Board for Anglo-Indian and European Education to advise on all matters concerning education. In addition to these Boards, Government has representation on the Inter-Provincial Board for Anglo-Indian and European Education and on the Central Advisory Board of Education. The function of these Boards is to advise on any educational question which may be referred to them by the Government of India or by any Local Government.

For the proper selection of text-books for use in secondary and primary schools there are six special Committees; one known as the Provincial School Book Committee for the consideration of books for use in secondary schools, and five Primary School Book Committees for the consideration of books in Marathi, Gujarati, Kannada, Urdu and Hindustani.

EDUCATION

[The figures in the summary relate to institutions in British districts only.]

The total number of educational institutions increased by 3,593 to 22,322 and the number of pupils in them by 215,631 to 1,782,072. The largest increase in the number of pupils was in primary schools. Out of a total of 21,668 towns and villages, 13,358 possessed schools, the average area served by each town or village with a school being 5·8 square miles. The percentage of male scholars under instruction in all kinds of institutions to the total male population was 14·30, as against 12·70 in the preceding year. The corresponding percentages of female scholars to the female population were 5·25 and 4·48 respectively.

The total number of pupils under instruction in recognised institutions increased by 216,938 to 1,753,701. Of these, 1,422,847 were Hindus, 210,781 Muslims, 47,234 Indian Christians, 18,278 Parsis, 5,284 Anglo-Indians and Europeans. The rest numbered 49,277 and comprised 44,931 Jains, 715 Sikhs, and 3,631 Jews and others.

Expenditure.—Direct expenditure on Public Instruction increased by over Rs. 21 lakhs to over Rs. 382·4 lakhs, and indirect expenditure by Rs. 7·4 lakhs to Rs. 56·3 lakhs. The expenditure on Public Instruction which thus amounted to Rs. 4,38,79,934 was met from the following sources :—

	Amount Rs.	Percentage
Government funds	1,97,01,200	44·9
Board funds	69,75,484	15·9
Fees	1,20,25,838	27·4
Other sources	51,77,412	11·8
Total ..	4,38,79,934	100·0

Primary schools absorbed Rs. 200 lakhs exclusive of expenditure on inspection, construction and repairs. Expenditure on buildings in recognised institutions amounted to over Rs. 15·9 lakhs.

University.—The number of candidates for the Matriculation examination increased by 1,417 to 15,504, of whom 8,002 or 51·6 per cent. passed. Of the 2,169 candidates who appeared

for the Intermediate examination in Arts, 1,514 or 69·8 per cent. passed. The number of successful candidates at the B.A. examination held in October, 1939, and April, 1940, was 1,080, as against 1,161 in the preceding year. In examinations for professional degrees, excluding the medical examinations, there were 1,062 successful candidates. The total expenditure of the University as distinct from the individual colleges, but including the two Departments of the University itself, was over Rs. 14·1 lakhs.

Arts Colleges.—The number of students in the 18 arts colleges (excluding the University School of Economics and Sociology) increased by 1,786 to 12,584, of whom 1,974 were women, as against 1,497 in the preceding year. The total expenditure on all the arts colleges was over Rs. 26·7 lakhs.

Professional Colleges.—The total number of students in professional colleges increased by 684 to 5,087, of whom 1,756 were reading for law, 1,279 for medicine, 243 for engineering, 199 for agriculture, 1,340 for commerce, 63 for chemical technology, and 207 were reading for B.T. degree.

Education in Arts.—There were 729 students in the Sir J. J. School of Art, Bombay, of whom 114 attended the Reay Art Workshops. Both the Schools of Drawing and Design at Ahmedabad and Surat had 30 and 23 students respectively on their rolls.

Technical and Industrial Education.—The number of these schools increased by 14 to 87, and the number of pupils in them by 794 to 5,843. The expenditure on them increased by Rs. 1,12,282 to Rs. 8,08,595.

Secondary Education.—The number of secondary schools increased by 60 to 790 and the pupils in them by 16,331 to 168,587. The following table gives separate details for High and Middle schools :—

		Number of schools	Number of pupils
High Schools for ..	Boys ..	299	116,725
	Girls ..	74	21,979
Middle Schools for	Boys ..	368	24,907
	Girls ..	49	4,976
	Total ..	790	168,587

The expenditure on Secondary schools increased by Rs. 7·1 lakhs to Rs. 100·3 lakhs.

Primary Schools.—The number of primary schools for boys increased by 2,626 to 17,497 and the number of pupils in them by 156,776 to 1,286,612. The number of primary schools for girls increased by 54 to 1,618 and the number of pupils (boys and girls) in them by 21,012 to 213,844. The total number of girls under instruction in primary schools for boys and girls was 394,968 an increase of 58,250.

The following table gives details of primary schools by management :—

	Schools	Pupils
Government	39	5,744
District Local Board	9,903	748,666
Municipal	1,690	401,126
Aided	7,342	335,759
Unaided	141	9,161
Total ..	19,115	1,500,456

The total direct expenditure on primary schools was Rs. 200·0 lakhs, as against Rs. 191·9 lakhs in 1938–39. Of the total expenditure, Rs. 122·2 lakhs was met from Government funds, Rs. 9·8 lakhs from District Local Board funds, Rs. 45·6 lakhs from Municipal funds, Rs. 8·0 lakhs from fees, and Rs. 14·4 lakhs from other sources.

There were 1,503 schools for Adults (including night schools) attended by 38,053 adults.

Training Institutions.—There were 31 training institutions for men and 22 for women with 2,619 and 1,319 students respectively. Of the 53 training institutions, 20 with 2,285 students were under public management and 33 with 1,653 students were under private management.

Muslims.—The total number of Muslims under instruction in recognised institutions increased by 22,559 to 210,781, of whom 60,197 were girls. The number of Muslims in arts colleges increased by 80 to 577, and that in professional colleges by 24 to 299. In secondary schools the number of pupils increased by 1,616 to 13,845, in primary schools by 16,308 to 186,220 and in special schools by 4,531 to 9,840.

Intermediate and Backward Classes.—The following table gives the number of pupils of the Intermediate and Backward classes under instruction in recognised institutions:—

	1938-39	1939-40
Intermediate—		
Marathas	244,558	293,394
Cultivating classes (Kunbis, Kolis, etc.)	261,067	302,882
Artisans	116,955	130,361
Lingayats	93,948	107,060
Total ..	716,528	833,697
Backward—		
Scheduled classes	92,026	111,682
Aboriginal and Hill Tribes	53,084	63,889
Other Backward Classes	50,196	64,709
Total ..	195,306	240,280

Reformatory (Certified) Schools.—Of the three principal certified schools, the one at Yeravda with 241 pupils is maintained by Government, while the David Sassoon Industrial School, Matunga, Bombay, with 379 pupils is under the control of a Committee of Management, and the Children's Home, Chembur, with 375 pupils is maintained by the Children's Aid Society, Bombay. The Willingdon Boys' Home, Bombay, and the Junior School, Umarkhadi were closed during the year.

BOOKS AND PUBLICATIONS

The total number of publications increased from 3,460 to 3,894—1,975 books and 1,919 periodicals. Of the books published, 262 were in English, 557 in Gujarati, 93 in Hindi, 119 in Kannada, 594 in Marathi, 37 in Urdu, one each in Portuguese and Telgu, 52 in classical languages, 3 in dialects and 255 in more than one language. Of the periodicals, 360 were in English, 649 in Gujarati, 26 in Hindi, 109 in Kannada, 568 in Marathi, one in Spanish and 206 in more than one language. Of the total number of publications miscellaneous works numbered 1,827, while "religion", "language", "poetry" and "science" numbered 311, 274, 192 and 162 respectively.

ROYAL ASIATIC SOCIETY, BOMBAY BRANCH

During the year 1939 there was a further decrease in the number of resident members, from 332 to 321, but that of the non-resident members rose by 10 to 134. The issue of books and periodicals during the year amounted to 63,503 of which 16,080 were old books, 11,979 new books and 35,444 periodicals. The largest issue—13,339—was under fiction; politics and biography came next in order with 2,725 and 1,999 respectively. The total number of volumes added was 1,287, of which 872 were purchased and 415 presented. Ninety-six coins were added to the coin cabinet of the Society, while 190 treasure trove coins were received for examination and distribution. The expenditure of the Society amounted to about Rs. 31,400.

VICTORIA AND ALBERT MUSEUM, BOMBAY

The museum was kept open for 314 days during the year against 311 days in the previous year. The total number of visitors was 1,502,256, giving a daily average of 4,784 against 1,479,690 and 4,758 in the preceding year. The increase of visitors indicates the growing popularity of the museum Several additions were made to the collections, among them a shawl from Kashmir, some pieces of printed silk from Lucknow, leather-work from Shantiniketan, horn-work from Trivandrum, a gold-coated enamelled Jain medallion from Jaipur, inlay work on rosewood with ivory, mother-of-pearl etc., from Mysore, minutely carved ivory on sandalwood from Vizagpattam, ivory ornaments known as Jali works made in Bombay, cocoanut wood and shell from Ceylon, instruments for perforating holes in culture pearls, and old Bidri-ware. The number of pupils attending the primary and secondary schools who took advantage of the museum was 8,180, against 3,466 in the preceding half year.

PRINCE OF WALES MUSEUM OF WESTERN INDIA, BOMBAY

The average number of visitors to the museum was over 2,480 a day. A new and attractive feature in the exhibition of arms and costumes is being introduced in the art section on the lines of the folk museums of Scandinavia, which are so much admired by museum authorities of Europe on account of their pleasing and instructive methods of displaying period and folk costumes. Accordingly, models have been prepared of Moghul and Maratha officers and soldiers and are being equipped with the offensive and defensive weapons of the

seventeenth century and dressed in period costumes, for exhibition in specially constructed masonite cases provided with interior lighting arrangements. The Buddhistic gallery in the archæological section was re-organised. Preparation of an interesting series of student cases illustrating the structure of reptiles is in progress in the natural history section. Precautions have been taken to protect the most valuable exhibits in the museum from possible war damage.

LORD REAY INDUSTRIAL MUSEUM, POONA

The Lord Reay Industrial Museum is an old institution established in 1895. Its activities are at present controlled by a Board of Trustees consisting of eight members, four of whom represent the Poona City Municipality. During the year a syllabus of studies in museum education was prepared and instruction was imparted to batches of students from the city schools. A blast furnace model, representing the actual blast furnace working at the Tata Works at Jamshedpur was one of the important additions to the museum. An emporium was started by the museum in Poona, with a view to establishing trade relations between all provinces and states of India and the Poona district. The museum also organised an exhibition on printers' art and craft.

CHAPTER XI

MISCELLANEOUS

ECCLESIASTICAL JURISDICTION

THE Church Establishments maintained by the State in the Province are those of the Church of India and the Established Church of Scotland. Certain allowances are also granted by Government to the Roman Catholic Church and the Wesleyan Church for ministrations to troops and other services rendered.

THE CHURCH OF INDIA

Since 1837 Bombay has been a separate diocese. The diocese includes the territories within the limits of the Bombay Province except the districts of Nasik, East Khandesh, West Khandesh and Ahmednagar. These districts were removed in 1929 from the spiritual jurisdiction of the Bishop of Bombay, and a separate diocese of Nasik was constituted, though the two Chaplaincies of Deolali and Ahmednagar are still served by Chaplains on the Bombay cadre, and all matters connected with Government Churches and Cemeteries and Ecclesiastical Establishments in these districts continue to be administered by the Bishop and Archdeacon of Bombay. The diocese of Bombay also includes the Western India States, the Gujarat States, Baroda, Kolhapur and the Deccan States, the Mewar Hilly Tracts in the State of Udaipur and the States of Dungarpur and Sirohi in Rajputana.

The year opened with 10 chaplains on duty and three on leave. Two chaplains of the Bombay Ecclesiastical Establishment were stationed at Deolali and Ahmednagar in the Nasik Diocese.

All the Churches and Cemeteries inspected by the Bishop were in good repair. The Bishop held 27 confirmations during the year, the number of persons confirmed being 405. One person was ordained deacon.

THE ESTABLISHED CHURCH OF SCOTLAND

The Church of Scotland in this Province was placed on its present basis in 1837 and the sanctioned number of Chaplains on the Bombay cadre of the Indian Ecclesiastical Establishment, Church of Scotland, is two.

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There are at present five Presbyterian Churches and several other buildings used for Divine service scattered throughout the Province of Bombay.

The other places outside Bombay, where Government or non-Government Chaplains were stationed, were Poona and Kirkee, Karachi, Mhow, Nasirabad, Nagpur, Jubbulpore, Quetta, Kamptee, Ahmednagar and Belgaum.

The annual conference of the Presidency Senior Chaplains was held in Bombay in January, 1940.

STATIONERY AND PRINTING

Stationery Branch.—The opening balance of stores in the Stationery branch was Rs. 1·37 lakhs and stores of the value of Rs. 6·02 lakhs were received during the year. The total cost of issues was Rs. 6·58 lakhs and the closing balance Rs. 0·80 lakh.

Publication Branch.—The total receipts of the branch amounted to Rs. 72,915, against Rs. 66,774 of the year before.

Government Central Press.—The numerical strength of the press establishment, including piece and task workers, was 565 on March 31, 1940, against 560 on the corresponding day of the previous year. In the composing section the outturn went up when compared with the outturn of the previous year. The outturn of the printing section also went up. The increase was mainly due to the printing of several leaflets and the weekly *Bombay Information* in English and other regional languages. The entire outturn of the press considered in lump, fell by 0·6 per cent. and the manufacturing cost rose by 3·4 per cent. compared with that of the previous year. The receipts for work done on payment amounted to a little over Rs. 57,000. The total expenditure of the press was Rs. 7·34 lakhs.

Yeravda Prison Press.—The total numerical strength of the sanctioned paid establishment was 58. The working strength of the prisoners at the close of the year was 199, against 218 in the preceding year, the daily average being 186. The total outturn increased by about 8 per cent. while the cost of production increased by about 0·4 per cent. only. The receipts during the year amounted to Rs. 1·69 lakhs, the total expenditure was Rs. 2·30 lakhs.

Government Photozinco Press, Poona.—The work turned out in the printing branch during the year was 1,936,655 pulls,—machine-pulls costing about Rs. 27,000 and hand-pulls about Rs. 14,500. Other branches turned out work costing about Rs. 78,300. The total cost of the work done in the press was Rs. 1·20 lakhs. The total amount realised from chargeable work and other sources amounted to Rs. 62,257, and the expenditure was Rs. 1·06 lakhs.

BOMBAY DEVELOPMENT SCHEMES

Back Bay Reclamation Scheme.—The total expenditure incurred on works in the Back Bay Reclamation Scheme was Rs. 4·69 lakhs. The Marine Drive to its full width from Chowpatty to plot No. 75 and from plot No. 75 to plot No. 217 complete with drains and lighting arrangements in blocks Nos. I and II, and a road at the north end of the Lloyd Recreation Ground were the principal works carried out.

Industrial Housing Scheme.—Out of 16,524 rooms and shops in 207 chawls, 13,924 rooms and shops were occupied at the close of the year, 1939-40, showing an increase of 1,069 rooms and shops in the number occupied. The scale of rents for single-room tenements remained unchanged. There was some improvement in the occupation of shops at Naigaum but at Worli there was an appreciable increase, which was entirely due to increase in occupancies of living rooms at that centre. During the year 9 vacant chawls were opened for occupation and the chawls let *en bloc* during the previous year for housing mill operatives continued to be occupied.

The total collection on account of rent amounted to Rs. 8·11 lakhs,—97·4 per cent. of the demand. The population of the Development Department Chawls was about 69,620, while the number of deaths recorded was 1,515, giving a death rate of 21·7 per thousand.

Amenities were provided for the residents of the chawls. Certain charitable institutions, such as the Bombay Presidency Infant Welfare and the Baby and Health Week Association, continued to provide medical relief to tenants by maternity homes and creches. The Naigaum Social Service Society and the Y.M.C.A. carried on social welfare work for the benefit of the tenants' children. Municipal schools are located in all the chawl centres and the Municipality is conducting a free dispensary at Worli. Radio sets were provided at all the chawl centres.

Residential Suburban Schemes.—Considerable progress was maintained in the disposal of plots in the late Development Department Residential Suburban Schemes. During the year ended March 31, 1940, an area of 779,711 square yards worth Rs. 4·54 lakhs was disposed of in Kurla Kirol, Trombay, Chembur, Khar and Andheri, against 18,096 square yards worth about Rs. 34,000 in the previous year. Loans amounting to about Rs. 34,000 were sanctioned under the State-aided building scheme. The total area of developed land disposed of up to March 31, 1940, was 2,354,977 square yards, and the total value realised was Rs. 49·18 lakhs.

TOWN PLANNING AND VALUATION DEPARTMENT

During the year 16 town planning schemes were dealt with under the Town Planning Act. Several development schemes were undertaken by the Department without recourse to the Town Planning Act. The town planning at Indore, Back Bay Reclamation Scheme, Bombay, and improvements in the city of Chhota Udepur were some of the outstanding schemes.

The awards declared by the Special Land Acquisition Officers of this Department in Poona, Bombay and Ahmedabad amounted to about Rs. 20 lakhs, while miscellaneous valuations consisting of Government lands which were either to be sold or leased out again, amounted to about Rs. 50 lakhs. Proposals were formulated for fixing zones and standard rates for non-agricultural assessments in five villages in Kaira district. Quinquennial valuations were made in respect of Government properties beneficially occupied within the municipal limits of Malegaon in Nasik district.

THE PREVENTION OF CRUELTY TO ANIMALS

During 1939 the Agents of the Society in Bombay city prosecuted in 15,254 cases of cruelty to animals. In 14,333 cases fines were inflicted. In 738 cases the accused were warned and discharged and in 153 cases acquitted, while four cases were struck off. Seven hundred and fifty-four animals were sent by magistrates to the Bai Sakarbai Dinshaw Petit Hospital for Animals and six to the Municipal Contagious Diseases Hospital for treatment. Ninety animals found to be suffering from incurable diseases were sent from the Bai Sakarbai Dinshaw Petit Hospital to the Pinjrapole at Bombay. There were 602 prosecutions at Bandra Court and fines were inflicted in 445 cases, while in two cases the accused were discharged.

MILITARY

AUXILIARY AND TERRITORIAL FORCE UNITS IN THE PROVINCE OF BOMBAY

Bombay District.—The keenness of all ranks of A. & T.F. Units in the Bombay District was very marked. Voluntary parades over and above the obligatory hours of training were attended by all personnel. There was little difficulty in maintaining units up to their normal establishments and that so many members of the Bombay Contingent were selected for commissions in the regular forces reflects great credit on this unit.

The formation of two European companies in the Bombay Battalion, A.F.(I), was authorised and the numbers forthcoming for enrolment was excellent. The intensive training that was voluntarily carried out by all ranks of these companies produced in a comparatively short time a very high standard of efficiency. A further expansion by 25 per cent. of A.F.(I) units has been authorised and volunteers for enrolment have been no less satisfactory. Approval has also been accorded for the expansion of the Urban Infantry I.T.F. by two companies.

The Weir Challenge Shield, which is a rifle shooting competition open to all A.F.(I) units in the Bombay Province, was again won by a company of the 1st Bn., the G.I.P. Railway Regiment, A.F.(I).

Numerous requests have been received for the provision of some form of military training for those individuals who by the nature of their civil employment are unable to join the A.F. (I). Sanction has, therefore, been accorded to the expansion of the A.F.(I) Reserve to an unlimited number so that it will now be possible for these persons to receive training on the Reserve without having to fulfil the obligations necessary for active members of the A.F.(I).

The Poona Contingent, A.F.(I) consists of 15th (Kirkee) Field Battery, R.A.,A.F.(I), (one section), and the Poona Rifles A.F.(I). The latter is organised into four light Motor Platoons. An increase of 25 per cent. other ranks in the strength of the Unit was sanctioned. This brought the strength of each platoon to 27.

The 15th (Kirkee) Field Battery competed in the Gwalior Cup Competition and obtained third place.

1st (Bombay) Battalion, University Training Corps, I.T.F.—The number of recruits enrolled at the beginning of the year was 351. All recruits and trained cadets were medically

examined before the commencement of training. The battalion was up to establishment in officers and other ranks. A cadre course for N.C.Os. was run in June, for 14 days. This course was attended by 48 N.C.Os. and proved very valuable. Examinations for the lower and higher certificates of efficiency were held as laid down in the University Training Corps Syllabus of Training, and the results were satisfactory. A Signal Section and Intelligence Section were formed for the first time. The cadets showed great interest in these and worked well. The annual camp was held at Deccan College as no tentage was available. A demonstration of field works was given by the Royal Bombay Sappers and Miners which was of value. A satisfactory standard in drill and weapon training was reached. Company and Battalion Training was carried out in camp, including night operations. The Signal Section and Intelligence Section were capable of carrying out their duties during a battalion exercise.

11th Battalion, 5th Mahratta Light Infantry, I.T.F.—The Battalion was embodied by order of the Governor-General in Council on September 4, 1939, and all Mahratta Sub-Castes, Lingayats, Christians, Brahmins, Mahars, Musalmans are enlisted.

The I.T.F. personnel receive pay and emoluments as per corresponding ranks and appointments of the regular Indian Army, including rations, messing allowance, war proficiency pay and fuel for warming and drying purposes. A gratuity of one month's pay for each year's embodied service is also admissible. All men are now eligible for leave including casual leave as for the regular Indian Army, i.e. two months' leave per annum. If the exigencies of the service permit recruits are sent on 20 days' casual leave after they have completed their musketry.

12th Battalion, 5th Mahratta Light Infantry, I.T.F.—The raising of this Unit was sanctioned on November 14. In January 1940, the Provincial Advisory Committee met and it was settled that the battalion should consist of one company each of Mahratta Sub-Castes, Bhandaries, Mahars and one mixed company of Brahmins, Musalmans, Lingayats and Christians. As the Bhandaries did not come forward in sufficient numbers only two platoons were formed the remaining vacancies being given to the other classes. Since embodiment intensive training has continued, embracing the training of the officer, N.C.O. and man. Excellent progress has been made. The battalion is now practically up to full strength.

ARCHÆOLOGY

During the year 676 monuments of historical and architectural interest were under the protection of the Western Circle. Financial respons·bility for the maintenance and preservation of these monuments rests on the Government of India. During the year that Government, through its Archæological Department, provided Rs. 32,545 for ordinary current repairs to 218 monuments and Rs. 35,762 for special conservation measures to 20 monuments. The most noteworthy and comprehensive programme of preservative measures which is being pursued is at the famous Brahmanical Caves on Elephanta island, near Bombay, where intensive conservation measures have been in progress for several years to preserve the caves for posterity in as satisfactory a manner as modern scientific methods can devise. Another conservation work of some interest started during the year was of the small square structure called the "Birth place of Shri Shivaji" on the Shivneri Hill Fort above Junnar in the Poona district.

Of outstanding interest in the sphere of exploration was the discovery at Adur, in the Hangal taluka of the Dharwar district, of a stone-slab inscribed with a text in Sanskrit and old Kannada of the time of the sixth Early Chalukya King Kirttivarman who ruled in 566-597 A.D.

In the excavation field, three weeks' further digging was carried out on the open area immediately surrounding the great Buddhist Brick Stupa which was unearthed last year on an ancient mound near Sopara (ancient Surparaca) in the Bassein taluka of the Thana district. The excavation revealed a few more brick masonry plinths representing the ruined remains probably of some subsidiary votive stupas erected about the time the Great Stupa flourished as a living religious centre.

BACKWARD CLASSES

Substantial progress was recorded in the education of the backward classes. The total number of backward class pupils in primary schools rose from 182,870 in 1938-39 to 222,218 during the year under report and that of teachers from 2,152 to 2,399. Government issued explicit orders that no discrimination should be observed with regard to admission and joint seating of scheduled class children in common schools. These orders are being observed in the majority of schools in the Province except in some parts of Gujarat where orthodox Hindus are still found opposed to treating scheduled class children on a footing of equality.

Indigent backward class students were exempted from the payment of room rent in the hostels attached to Government secondary schools. Backward class girls unable to pay fees were awarded free studentships in Government secondary schools. Of the middle school scholarships allotted to each district for backward classes, 20 per cent. are reserved for girls belonging to these classes. Preference is also given to girls over boys in awarding scholarships to backward classes in Government arts and professional colleges. In addition to scholarships awarded by the Educational Department, monetary help to the extent of about Rs. 7,000 was given by the Backward Class Department to deserving backward class pupils in secondary schools and colleges. Grants amounting to Rs. 9,500 were sanctioned to the Harijan Sevak Sangh and to the institutions working for the uplift of the aboriginal and hill tribes in the Partially Excluded Areas for carrying on educational and allied activities. Out of the 1,800 teachers admitted to training colleges, 187 belonged to backward classes including 109 of the scheduled class.

The Government Backward Class Hostel at Poona continued to work satisfactorily and 64 inmates were admitted during the year. Grants-in-aid aggregating about Rs. 43,000 were given to 55 privately managed backward class hostels in various districts of the Province.

The Government has prescribed percentages for recruitment of backward classes to public services and positions were secured for 117 backward class candidates through the agency of this Department during the year.

Lands were granted to backward classes for building houses in several districts, while applications for grants of lands for cultivation were forwarded to the Collectors concerned.

With a view to safeguarding the fundamental civic rights of the scheduled classes, all Government officers have been enjoined to take necessary steps to secure the free use of all public wells and tanks by the members of the scheduled classes on the same terms as by persons belonging to other castes and communities. Complaints of all sorts from backward classes were received by the Backward Class Officer, and suitable measures were taken to remedy them, wherever necessary. Attempts were continued to stop the evil practice of dedicating girls as *devadasis*.

The total expenditure of the Department amounted to Rs. 1·06 lakhs.

APPENDIX I

List of Reports used in the Compilation of this Volume

PART II

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ADMINISTRATION OF THE LAND

Annual Reports of the Department of Land Records and of the Collector and Talukdari Settlement Officer, Ahmedabad, for the year 1939-40.

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Reports on the Administration of Civil and Criminal Justice and the Registration Department for the year 1939, Annual Report on the working of the Indian Companies Act, and the Proceedings of the Bombay Legislative Council and the Bombay Legislative Assembly for the year 1939-40.

CHAPTER III

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CHAPTER IV

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CHAPTER V

TRADE AND COMMERCE

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CHAPTER VI

PUBLIC WORKS DEPARTMENT

Administration Report of the Public Works Department and Irrigation Administration Reports for the year 1939-40.

CHAPTER VII

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Accounts for the year 1939-40, Land Revenue Administration Report, Report on the Administration of the Excise Department, and Administration Report of the Bombay Collectorate for the year 1939-40.

CHAPTER X

INSTRUCTION

Report of the Director of Public Instruction for the year 1939-40, the Report of the Royal Asiatic Society (Bombay Branch) for the year 1939, Administration Report of the Municipal Commissioner for the City of Bombay, and Annual Report of the Prince of Wales Museum of Western India, Bombay, and the Lord Reay Industrial Museum, Poona, for the year 1939-40.

CHAPTER XI

MISCELLANEOUS

Administration Reports of the Diocese of Bombay, of the Church of Scotland, Bombay Province, of the Printing, Stationery and Publication Department, Report of the Town Planning and Valuation Department and Notes on the Administration of the Back Bay Reclamation Scheme, the Industrial Housing Scheme and the Residential Suburban Schemes for the year 1939-40, Annual Report of the Bombay Society for the Prevention of Cruelty to Animals for the year 1939, Notes on points of interest affecting Auxiliary and Indian Territorial Force Units in the Bombay Province, 1939-40, Report of the Archæological Survey of India, Western Circle, for the year 1939-40, the Land Revenue Administration Report and the Report on the working of the Backward Class Department for the year 1939-40.

APPENDIX II

1939-40

GOVERNOR

His Excellency Sir Roger Lumley, G.C.I.E., T.D. (Took his seat, 18th September 1937.)

COUNCIL OF MINISTERS

The Honourable Mr. Bal Gangadhar Kher	.. Prime Minister.
The Honourable Mr. Anna Babaji Latthe	.. Minister for Finance.
The Honourable Mr. Kanaiylal Maneklal Munshi	.. Minister for Home and Law.
The Honourable Dr. Manchersha Dhanjibhoy Gilder	.. Minister for Public Health and Excise.
The Honourable Mr. Morarji Ranchhodji Desai	.. Minister for Revenue, Rural Development and Agriculture.
The Honourable Mr. Laxman Madhav Patil	.. Minister for Local Self-Government.
The Honourable Mr. Mahomed Yasseen Nurie	.. Minister for Public Works.

PARLIAMENTARY SECRETARIES

Mr. Gulzarilal Nanda.
Mr. B. M. Gupte.
Mrs. Hansa Mehta.
Mr. M. P. Patil.
Mr. T. R. Nesvi.
Mr. B. S. Hiray.

ADVISERS TO THE GOVERNOR

Sir Gilbert Wiles, K.C.I.E., C.S.I., I.C.S.
Janardan Atmaram Madan, Esquire, C.S.I., C.I.E., I.C.S.
Henry Foley Knight, Esquire, C.I.E., I.C.S.

BOMBAY LEGISLATIVE ASSEMBLY

SPEAKER

The Honourable Mr. Ganesh Vasudeo Mavalanker.

DEPUTY SPEAKER

Mr. Narayanrao Gururao Joshi.

BOMBAY LEGISLATIVE COUNCIL

PRESIDENT

The Honourable Mr. Mangaldas Mancharam Pakavasa.

DEPUTY PRESIDENT

Mr. Ramchandra Ganesh Soman.

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